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ABSTRACT

More cooperation between Comprehensive Employment and Training Act (CETA) programs and vocational education programs is both desirable and feasible, concludes this year-long study in Kentucky. The study was conducted (1) to determine the feasibility of developing a plan for coordinating vocational education resources and supporting services to serve more effectively the economically disadvantaged, unemployed, and underemployed CETA clients in Kentucky; and (2) to identify the issues, concerns, problems and barriers which have prevented the establishment of productive working relationships between CETA-related personnel and vocational education personnel throughout the state. Information on CETA and vocational education was gathered from legislation, prime sponsors, state plans, and from meetings attended and/or questionnaires answered by more than 600 persons involved in the two programs. The major conclusions of the study were that the problems between CETA and vocational education have been caused by insufficient communication, philosophical differences, turf protection, uncoordinated planning, and limited use of their advisory groups. Recommendations call for coordination between CETA and vocational education personnel in the development of common objectives for working with the economically disadvantaged. (KC)

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FINAL REPORT

A STUDY OF CETA/VOCATIONAL EDUCATION COORDINATION, COOPERATION AND COLLABORATION IN KENTUCKY

by

Carl F. Lamar and Devert J. Owens
Project Directors

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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COMMONWEALTH OF KENTUCKY
STATE DEPARTMENT FOR HUMAN RESOURCES,
BUREAU FOR MANPOWER SERVICES, AND
STATE DEPARTMENT OF EDUCATION,
BUREAU OF VOCATIONAL EDUCATION
FRANKFORT, KENTUCKY 40601

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SUMMARY OF THE REPORT

a. Time Period Covered by the Report

The following report was conducted during the period July 1, 1979 through June 30, 1980.

b. Goals and Objectives of the Study

The primary goals of this study were: (1) to determine the feasibility of developing a functional plan for the coordination, cooperation and collaboration of vocational education resources and specialized supporting services with the CETA resources in producing a more effective delivery system for the economically disadvantaged, unemployed, and underemployed CETA clients in Kentucky; and (2) to identify the issues, concerns, problems and barriers which have prevented the establishment of productive working relationships between the CETA-related personnel and the vocational education personnel throughout Kentucky.

The specific objectives of the study were as follows:

1. To develop an appropriate understanding of the nature of the CETA program and its basic requirements by vocational education personnel.
2. To determine what resources vocational education has available to support the CETA program.
3. To improve coordination and linkage between vocational education and CETA in the use of specialized vocational education services to support the instructional programs for CETA clients.
4. To develop strategies for integrating the specialized vocational education services into the CETA-funded manpower training programs.

5. To develop strategies for overcoming any barriers to effective coordination, cooperation and collaboration between CETA and vocational education in providing vocational education programs and specialized supporting services for CETA participants to meet the needs of local CETA prime sponsors.

This study involved the collection of information on CETA and vocational education from several sources. As a basis for determining what vocational education personnel should understand about the nature of the Comprehensive Employment and Training Program, including its basic rules and regulations, a study was made of the federal legislation pertaining to CETA and vocational education, the local prime sponsor's annual program plans, and statements of rules and regulations that were available. Also, an intensive search of the literature was conducted. This information was carefully examined in light of the purpose of this study. The sources of information were as follows: (1) local prime sponsors were requested to furnish a copy of their most recent Master plan, annual program plan, annual report and any other relevant materials produced in the area; (2) the Executive Secretary for the State Employment and Training Council was requested to furnish a copy of the Governor's Annual Program Plan, annual report and any other relevant materials produced by the SETC staff; (3) information pertaining to coordination of CETA and vocational education was requested from the U. S. Departments of Labor and Health, Education and Welfare; (4) an ERIC search was conducted so as to review all available research which has been completed regarding CETA/vocational education coordination; and (5) meetings were held with the State CETA Prime Sponsor Forum; State Liaison Committee for the State Employment and Training Council and the State Advisory Council for Vocational Education; each of the five

local prime sponsors and their staffs; representatives of regional vocational education staffs in the prime sponsor areas; and representatives of the Bureau of Vocational Education to identify any issues, concerns, problems or barriers that hinder coordination between CETA and vocational education in providing effective vocational training for CETA clients.

The information gathered from the series of meetings conducted throughout the state was analyzed and organized into relevant statements. These statements were used to produce a Delphi Technique-type questionnaire to determine the extent of agreement or disagreement that existed throughout the state regarding the concerns that were expressed in the meetings that were held to collect the information. The questions were grouped into eight (8) categories: (1) administration; (2) funding; (3) planning; (4) curriculum; (5) specialized supporting services; (6) facilities; (7) coordination; and (8) implementation. This questionnaire was tested in four vocational education regions. Then it was revised and administered in all five prime sponsor areas in Kentucky. Selected representatives in the Bureau of Vocational Education and the Bureau for Manpower Services were also asked to answer the questionnaire. The objective in administering this questionnaire was to obtain a reliable consensus of opinion from the knowledgeable people in CETA and vocational education regarding which procedures could be used to improve coordination efforts between the two programs.

Information gathered by using this questionnaire was used to identify the barriers to cooperation, coordination and collaboration between CETA and vocational education in Kentucky and serve as the basis for formulating recommendations for enhancing coordination between CETA and vocational education.

As a means of determining what specialized vocational education supporting services should be made available to support the instructional program for CETA students, a questionnaire was developed to determine the present status and felt need among the teachers who have been working with CETA students. The basis for the questionnaire was the most recent Kentucky State Plan for the Administration of Vocational Education. Presumably, all specialized supporting services that vocational education can provide to support the instructional programs have been included in the State Plan.

Information received by use of this questionnaire was intended to serve as the basis for identifying strategies which would improve the delivery system in vocational education so that it would be more responsive to the needs of CETA-funded manpower training programs. Actually, there were more than 600 people involved in this study, including regional vocational education directors, CETA personnel, area development district planners, BMS personnel, vocational education CETA coordinators, state vocational-technical school principals, regional vocational education staff, area vocational education center coordinators, Bureau of Vocational Education staff members, and vocational teacher educators. All of this information was collected through personal contacts in group meetings held by the research staff.

The major conclusions of the study were that the problems between CETA and vocational education in coordinating their resources to serve the economically disadvantaged have been largely due to insufficient communication, inadequate understanding of each other's program, philosophical differences, turf protection, and inadequate linkage resulting in uncoordinated planning and limited use of their advisory groups.

In light of these obstacles, it is believed that attention needs to be given to the organizational structure so as to strengthen linkage between

the two agencies through better communication, more appropriate inservice training, increased dialogue between the two agencies and their advisory groups, and between the advisory groups. More direction and guidance are needed at the state and local levels through established policies, rules and regulations, memorandums of agreement, and formulated procedure guides. These things should help everyone gain a proper sense of direction and commitment toward coordination activities between CETA and vocational education in seeking mutual objectives regarding the economically disadvantaged, unemployed and underemployed population.

There seems to be a receptive attitude on the part of both CETA and vocational education personnel toward the development of more effective working relations in planning and implementing vocational education programs and supporting services for CETA clients. Proper coordination between the two agencies should help them maximize the effectiveness of both programs and minimize any duplication of efforts.

Recommendations based on the study call for coordination between CETA and vocational education in the development of common objectives regarding the economically disadvantaged, unemployed, and underemployed populations. This relates to such areas as: making a comprehensive needs assessment pertaining to the CETA clients; program planning in areas of mutual interest; providing regularly scheduled inservice training for CETA and vocational education personnel, including members of their advisory groups and any supporting personnel; working closely with the Kentucky Occupational Information Coordinating Committee in developing an occupational information system that will meet the needs of both agencies for planning and accountability reporting; and developing the most appropriate delivery system for CETA-funded vocational education programs and specialized supporting services so as to meet the needs of the people to be served.

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From the very outset, this project was intended to be a cooperative undertaking involving representatives from the State Department for Human Resources, Bureau for Manpower Services, the State Department of Education, Bureau of Vocational Education, and the project staff at the University of Kentucky. It was written into the contract (Attachment B) that the project staff would work with the Bureau of Vocational Education, the Department for Human Resources, and the local prime sponsors in developing all aspects of the study, working out survey procedures and in making decisions. At every step, the project staff would be expected to seek their advice, counsel and reactions. Also, it was agreed that the project staff would consult with the State Employment and Training Council and the State Advisory Council on Vocational Education at least three times during the process of the study. It is believed that all of these understandings were successfully accomplished.

The project staff wishes to take this opportunity to express its deep appreciation to: Mr. Charles C. Furr, Executive Secretary of the Kentucky Council for Manpower Services; Mr. Robert E. Warren, Director of the Manpower Training Unit, Bureau of Vocational Education; Mr. John Drake, Coordinator in the Research Coordinating Unit, Bureau of Vocational Education, and the following local prime sponsors: Mr. Virgil Osborne, Executive Director of Eastern Kentucky Concentrated Employment Program; Mr. Steven Zimmer, Executive Director of the Louisville-Jefferson County Consortium; Mr. Robert Koo, Manpower Administrator of the Kenton County Manpower Department; Mr. John Foreston, Director of the Bluegrass Employment

and Training Program; and, Mr. Lawrence C. Connor, Director of the Comprehensive Employment and Training Programs in the State Department for Human Resources, for their helpful cooperation.

The fourteen Regional Directors of Vocational Education were also very cooperative in helping schedule meetings of CETA, area development districts, Bureau for Manpower Services, and vocational education personnel in their respective regions so the study team could discuss with them the relationships between CETA and vocational education and have them answer questionnaires pertaining to the study. Ray D. Brown, Region I; B. M. Hatley, Region II; W. O. Jackson, Region III; Martha Raymer, Region IV; Roye S. Wilson, Region V; Bill L. Evans, Region VI; John G. Corwin, Region VII; John Vansant, Region IX; Charles E. Chattin, Region X; Bronelle Skaggs, Region XI; Walter Prater, Region XII; Stuart W. Hodges, Region XIII; W. L. Ford, Region XIV; and Ann C. Vescio, Region XV, all cooperated fully when they were asked for assistance in arranging meetings or providing information pertaining to the study. Their efforts were extremely helpful and very much appreciated.

Last, but not least, Mr. William W. Reeves, graduate student at the University of Kentucky, was employed as a graduate assistant, and Mrs. Sheila L. Onkst was employed as secretary for the project. Their continuing patience and untiring efforts have been a real asset to the study.

This has been truly a cooperative venture involving several agencies and many people. Without exception, everyone involved has been very cooperative and willing to provide whatever resources they had available that would contribute to the success of this endeavor. For the spirit of cooperation, coordination and collaboration that was so willingly manifested, one can only say thanks.

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INTRODUCTION

Background

This study was jointly recommended by the Kentucky Council for Manpower Services and the State Advisory Council on Vocational Education. It has been jointly sponsored by the State Department for Human Resources, Bureau for Manpower Services and the State Department of Education, Bureau of Vocational Education. These two agencies have been closely involved in all aspects of the study. They have been readily available to provide counsel, advice and technical assistance.

The need for such a study was prompted by the action taken by the U. S. Congress to bring the Comprehensive Employment and Training Program (CETA) and the Vocational Education Program into a closer working relationship since they have several things in common. By sharing their resources it was anticipated that both programs would be more effective in carrying out their assigned responsibilities.

The need for closer cooperation, coordination, and collaboration between CETA and vocational education has been recognized at the national, state and local levels. However, due to the fact that both programs were created by the Federal government and they have been strongly supported legislatively and financially at the national level, the greatest emphasis for coordination of the two programs has come from the U. S. Congress. Yet, a great deal of support for the movement has been expressed by several influential organizations such as the: United States Conference of Mayors, National League of Cities, National Advisory Council on Vocational Education,

National Governor's Conference, American Vocational Association, and the National Center for Vocational Education.

The U. S. Congress has expressed a strong desire that the U. S. Department of Education and the U. S. Department of Labor shall set an example and promote cooperation, coordination and collaboration of all manpower training programs which have been created by the Congress and continue to receive its support. It is expected that the State agencies, with the assistance of their state advisory councils, shall provide the initiative and leadership to bring about effective linkages between CETA and vocational education at the state and local levels.

The Education and Labor Committee of the House of Representatives in the U. S. Congress has repeatedly urged the Department of Health, Education and Welfare and the Department of Labor to improve cooperation, coordination and communication between CETA and vocational education at the national, state and local levels. Both of these departments have responded by telling the Education and Labor Committee that a policy has been formulated, memorandums of agreement have been signed, committees have been formed, and meetings have been held. Yet, the Congress was not satisfied with the results because there was not sufficient evidence available to show adequate progress in these areas. As a result, provisions of the Vocational Education Act of 1963 as amended in 1974 and 1976 and the Comprehensive Employment and Training Act of 1973 as amended in 1978 indicate the strong desire on the part of the Congress to assure coordination and cooperation between vocational education, CETA, and other similar agencies in providing comprehensive manpower training and other related services for the economically disadvantaged, unemployed and underemployed people in our society.

It is intended that the state agencies, with the assistance of their state advisory councils, shall promote and facilitate the coordination, cooperation and collaboration of all manpower training programs within the state. In support of this effort, the Federal CETA and vocational education legislation have provided opportunities for the U. S. Department of Education and the U. S. Department of Labor to work together in support of state and local governmental efforts to coordinate their manpower-related programs and to establish comprehensive planning mechanisms to support the programs (See Appendix H, p. 215).

Successful implementation of joint efforts to bring about mutual support by CETA and vocational education of CETA-funded manpower training programs requires close cooperation and coordination between the Department of Education and the Department of Labor as well as close cooperation and coordination of their counterparts at the state and local levels of government that have programmatic responsibilities pertaining to CETA and vocational education.

As a means of strengthening the coordination efforts of the U. S. Department of Education and the U. S. Department of Labor at the national level, these two departments have developed and implemented a memorandum of agreement. The agreement defines their respective responsibilities and establishes procedures for joint implementation of CETA programs.

It is recognized that the sharing of information and opinions is a critical factor in developing the essential linkages between CETA and vocational education which will make effective coordination, cooperation and collaboration possible. It is also believed that a first step toward establishing such linkages must be the development of a positive attitude toward coordination on the part of everyone that needs to be involved and a strong determination to bring it about. This requires the development

of a good understanding of each others program and the responsibilities of the personnel employed by the two agencies who will be expected to participate in the coordination effort.

A basic understanding of the CETA program by vocational education personnel and a basic understanding of the vocational education program by CETA employees are essential elements in establishing effective linkages for the coordination of CETA and vocational education programs and specialized supporting services.

Because of the broad scope of the CETA and vocational education legislation and the diversity of possible approaches to planning, developing and implementing CETA programs and activities, there needs to be developed some common understandings and specific strategies which will enhance communication, cooperation, and coordination in the delivery of vocational education programs and supporting services for the eligible CETA clients.

In reference to the Federal regulations pertaining to the vocational education legislation, the rules for implementing the Education Amendments of 1974 (P.L. 93-380, p. 3386) states that:

> the state agency must give consideration to whether, and to what extent, an occupational education program . . . has been planned and will be conducted in cooperation with manpower development and training programs under the Comprehensive Employment and Training Act . . .

Revised regulations governing many Department of Education and Department of Labor manpower employment and training programs now include references to coordination and cooperation between CETA and vocational education. This emphasis is largely due to the fact that the Education Amendments of 1976 and the CETA Amendments of 1978 include several cross references that mandate coordination between CETA and vocational education. For example, the State Employment and Training Council, which was created by the CETA legislation, and the State Advisory Council for Vocational Education, which

was created by the vocational education legislation, both have among their respective members at least one representative from the other council. Each council is expected to comment at least once annually on the official reports of the other council. The two councils are also expected to review, provide comments, and make recommendations to the Governor, to the appropriate state agencies, and to the appropriate Federal agencies on the relevancy and effectiveness of employment and training programs and related service delivery systems in the state.

Another example of legislated coordination between CETA and vocational education pertains to the establishment of the National Occupational Information Coordinating Committee and the State Occupational Information Coordinating Committees. The National Occupational Information Coordinating Committee is expected to assist State occupational information coordinating committees in carrying out their assigned responsibilities. As stated in the Education Amendments of 1976 (P.L. 94-482, p. 2198):

> (1) There is hereby established a National Occupational Information Coordinating Committee which shall consist of the Commissioner (and) the Administrator (of the National Center for Educational Statistics), the Commissioner of Labor Statistics, and the Assistant Secretary for Employment and Training. This Committee . . . shall:
>
> > (A) in the use of program data and employment data, improve coordination between, and communication among, administrators and planners of programs authorized by this Act and by the Comprehensive Employment and Training Act of 1973, . . . at the Federal, state and local levels;
> >
> > (B) develop and implement . . ., an occupational information system to meet the common occupational information needs of vocational education programs and employment and training programs at the national, state and local levels . . .; and
> >
> > (C) assist State occupational information coordinating committees.
>
> (2) By September 30, 1977, each State receiving assistance under this Act and under the Comprehensive Employment and Training Act of 1973, shall establish a State occupational information coordinating committee . . . This committee shall, . . . implement an occupational information system in the State which will meet the

> common needs for the planning for, and the operation of, programs of the State board assisted under this Act and of the administering agencies under the Comprehensive Employment and Training Act of 1973.

As a means of assuring appropriate compliance with the intent of Congress regarding the provisions for coordination and mutual support by CETA and vocational education in the CETA and vocational education legislation (P.L. 95-524, p. 1946):

> The Secretary (of Labor) and the Secretary of Health, Education and Welfare shall report to the Congress on the extent to which social services, community colleges, area vocational and technical schools, other vocational education agencies and institutions, and vocational rehabilitation agencies are being utilized to carry out training programs supported in whole or in part under this Act and related Acts; the extent to which administrative steps have been taken or are being taken to encourage the use of such facilities and institutions and agencies in the carrying out of the providions of this Act; and any further legislation that may be required to assure effective coordination and utilization of such facilities and agencies to the end that all federally-supported employment and training, vocational education, and vocational rehabilitation programs can more effectively accomplish the objectives of providing employment and training opportunities to all persons needing such employment and training.

Both, the Comprehensive Employment and Training and Vocational Education legislation, are scheduled for review and likely amendments by the Congress in 1982. It can be expected that the Congress will be very much interested in the progress that CETA and vocational education have made in the coordination of their efforts and resources to accomplish the objectives of the Federal legislation.

The Problem

It is a fact that Congress has given CETA and vocational education a mandate to coordinate their efforts and their resources so as to provide more effective assistance to the economically disadvantaged, unemployed and underemployed and move them into unsubsidized employment. This has generated

two basic questions that need to be answered. The two questions are: "What needs to be done?" and "How shall it be accomplished?"

It seems to be evident that the major barriers to effective coordination which must be overcome are understanding, turf protection, attitudes and basic program differences. These barriers have persisted because of inadequate communication due to an insufficient organizational structure. Linkages between the two programs have been incidental rather than purposeful.

In enacting the vocational education and CETA legislation and appropriating funds to support the two programs, the Congress has been well aware of the fact that it has helped the states build a very extensive vocational education system. In Kentucky, vocational education facilities have been established within 25 miles of every individual in the state who needs and should benefit from vocational training. These facilities were planned and built to house vocational education programs selected on the basis of a needs assessment -- needs of the people and the requirements of the labor market. These facilities have been well equipped to meet the requirements of the training programs to be offered.

In addition to facilities and equipment, the vocational education legislation provides for program development and specialized services to support program operation. The basic question that has been raised is: "Why can't these facilities, programs, and supporting services be used to serve CETA eligible clients as well as the regular vocational education students?" Presumably, the needs assessments that were made to justify the vocational education programs included the total population in the area covered. If so, this would have included the CETA eligible clients.

It is due to the strong support that the Federal government has given to the development of the vocational education program throughout the nation and the desire to avoid duplication and maximize the effectiveness of

available resources that emphasis has been placed on coordination, cooperation, and collaboration between CETA and vocational education wherever it is deemed to be in the best interest of the two programs and the people that need to be served. Thus, it seems like the overriding question that should be answered is: "What needs to be done to bring about effective coordination between CETA and vocational education in meeting the needs of the economically disadvantaged, unemployed, and underemployed population?"

Therefore, the basic problem that has been addressed in this study is: "What strategies need to be developed to improve mutual understanding, cooperation, coordination and collaboration between CETA and vocational education personnel so as to make vocational education programs and specialized supporting services more available to provide assistance to CETA-sponsored programs, services, and activities?

Review of Related Literature

In reviewing the literature, it is quite evident that considerable attention has been focused on the subject of coordination between the Comprehensive Employment and Training Program (CETA) and Vocational Education. The attention has spread from the national level to the state and local levels. There are two quite distinct aspects of cooperative ties between the CETA and vocational education systems reflected in the literature. They are "the opportunity to cooperate" and "the incentive to cooperate" (Stevens, p. 7). It seems like there are endless opportunities to cooperate but the only apparent incentive for cooperation is the CETA money.

Evidently, the initial indication of any movement toward coordination between CETA and vocational education was the announcement of a new agreement

by the top officials in the U. S. Department of Labor and the U. S. Department of Health, Education and Welfare on December 2, 1978 (Lydecker, p. 2). That was shortly after passage of the CETA Amendments of 1978. The agreement was designed to improve cooperation between the two agencies in training disadvantaged and minority youth for jobs under the Comprehensive Employment and Training Act. Speaking to State Directors of Vocational Education, representatives of the two agencies outlined a plan to improve coordination between vocational education and CETA prime sponsors in serving CETA clients. The joint initiative involved the pooling of approximately $20 million from the U. S. Office of Education and the U. S. Department of Labor's Office of Youth Programs.

Another significant announcement by the two federal agencies was that a panel, headed by Ernest Boyer, Commissioner of Education, and Ernest Green, Assistant Secretary for Employment and Training in the Department of Labor, was appointed and charged with the responsibility to establish an interagency program policy. This joint venture was intended to encourage coordination in the use of exemplary educational practices in working with CETA clients.

In a speech at the American Vocational Association Convention in 1978, Commissioner Boyer talked about "a bold new CETA/vocational education connection." He said, "the public education system can and must serve the CETA clients and we must have better coordination between CETA and education at the highest level."

There have been several significant initiatives for improving coordination between CETA and vocational education which have been announced by several organizations in different parts of the country. In this regard, Robert Taggart, Administrator of the Youth Employment and Demonstration

Projects Act (YEDPA) said, "collaboration between vocational education and CETA will continue to be tempestuous at best." He said friction between CETA and vocational education programs are due to several fundamental differences, such as:

1. CETA's emphasis is overwhelmingly on the disadvantaged, while vocational education must serve a much broader population.
2. CETA has no institutional base and has stronger federal control. Vocational education is institution-based and is administered mostly at the state and local levels, from which the bulk of its funds come.
3. CETA is more open to community-based groups and elected officials, industry and local educational agencies.
4. CETA personnel tend to be younger than vocational educators in equivalent positions and they are more likely to belong to minority groups. On the whole, they are less trained but more flexible than vocational education.

At a special meeting on CETA/vocational education coordination, which was sponsored by the American Vocational Association and attended by more than 1,000 state and national advisory council members, state directors and local administrators, it was generally agreed that coordination between CETA and vocational education has occurred much more readily at the local level than at the state level (Lydecker, p. 2).

It is recognized that vocational education is a state program, while CETA is controlled by units of local government, except for balance-of-state prime sponsors. To receive vocational education funds, the state must submit a general application, a five-year state plan and an annual program plan. CETA funding is more complex than that for vocational education. Basically,

the relative number of unemployed persons, the relative number of persons in families with an income below the low income level, and the relative number of unemployed persons residing in areas of substantial unemployment are the key factors considered. However, each title in the CETA legislation has certain specific characteristics that must be considered (Stevens, p. 5). To receive financial assistance, a prime sponsor must establish a planning council and submit a comprehensive employment and training plan consisting of a master plan and an annual plan. The Governor must also submit a coordination and special services plan dealing with relationships between programs under the Comprehensive Employment and Training Act and other employment and training programs (Guttman, p. 2).

In reviewing the vocational education plans and CETA plans, it is evident that both the vocational education legislation and the CETA legislation provide many opportunities for coordination between the two programs. The questions that need to be answered are: "What is the proper emphasis that should be placed on education and training through CETA sponsorship?" and "What should vocational education's role be in helping meet this need?" (Knowles, 1978).

The Comprehensive Employment and Training Act, as amended in 1978, contains eight (8) titles. Four of the eight titles include provisions which should be of major interest to vocational educators. They are Title I, II, III and IV. Yet, the statement of purpose for Title V calls for CETA and vocational education coordination and the integration of services (CETA, Sec. 503 (5); VEA, Sec. 162 (b) (4) (A). Also, Title VII could be significant to vocational education if good working relations were developed with the local prime sponsors and their Private Industry Councils (PIC) because the local PIC's are permitted to operate programs and vocational education could be involved (Sec. 705 (a)).

The Statement of Purpose in the CETA legislation indicates that CETA has a definite goal to promote coordination with vocational education. It says:

> It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed or underemployed persons which will result in an increase in their earned income, and to assure that training and other services lead to maximum employment opportunities and enhance self sufficiency by establishing a flexible coordinated and decentralized system of Federal, state and local programs.
>
> It is further the purpose of this Act to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities, such as vocational education . . . (P.L. 95-524, Sec. 2).

In 1975, the National Advisory Council on Vocational Education sponsored two conferences on CETA in Washington, D.C. and in San Francisco, California. The basis for the conferences was a survey of 100 prime sponsors conducted by the National League of Cities and the U. S. Conference of Mayors. The major findings of this survey (Lund, 1976) were:

1. CETA was not significantly impacting on institutional vocational education; the system was being maintained as it existed under MDTA;
2. There existed a great deal of confusion and lack of understanding among local prime sponsors about the system of institutional vocational education due to the lack of direct involvement prior to CETA;
3. The communication between state and local prime sponsors needed for CETA to positively impact on the provisions of institutional vocational education was inadequate.
4. CETA money was not being used to any large extent to increase the training being provided at existing vocational education institutions.

5. The system of negotiating non-financial agreements with the state for the provision of vocational education training and services through the use of the supplemental vocational education funds often did not afford local prime sponsors adequate flexibility.
6. CETA rules and regulations were vague regarding the allocation of the supplemental vocational education funds within the states.

The two conferences did not offer any final solutions, but they did identify some significant problems that need to be faced in bringing about effective cooperation, coordination and collaboration between CETA and vocational education. However, it did raise a new awareness that coordination could yield mutual benefits for both CETA and vocational education and their clients. It also caused other influential organizations to take an active interest in the coordination of vocational education and CETA. A coalition task force, composed of members of the National League of Cities, U. S. Conference of Mayors, National Governor's Conference, National Association of Counties, and the National Association of State Legislators was formed and they began looking at the relationship between CETA and vocational education with a view toward greater collaboration and coordination of the two programs and their advisory councils.

In 1976 (Lund, p. 16), the National Governor's Conference, with the assistance of the National Advisory Council on Vocational Education, sponsored a series of meetings to explore the relationship between CETA and vocational education. CETA personnel, members of state advisory councils on vocational education and vocational educators from the 50 states were invited to attend. The intent of the conferences was to develop a better understanding of the federal, state and local roles in the implementation and coordination of CETA and vocational education programs and to bring about better coordination.

In 1976 (Lund, p. 16), the National Advisory Council on Vocational Education sponsored a National Bicentennial Conference on Vocational Education in Minneapolis, Minnesota. The purpose of the conference was to look at vocational education in relationship to other segments of society including CETA. Out of the conference came recommendations for developing a comprehensive policy to deal with the training and employment needs of the nation and its citizens.

In its testimony before Congress (Lund, p. 16), the National Advisory Council on Vocational Education strongly urged that the State Plan for Vocational Education address in detail efforts of coordination with CETA prime sponsors and manpower councils, their successes and failures, and the reasons for such outcomes.

It is believed that the answer to effective coordination between CETA and vocational education is to recognize the differences between the two programs as well as their similarities and to keep open the lines of communication. Effective cooperation and coordination can yield mutual benefits for both programs and for their clients.

Consistent with the emphasis given by the Federal government to bring about coordination between CETA and vocational education at the national, state and local levels, the State Advisory Council on Vocational Education and the Council for Manpower Services in Kentucky by joint action made the following recommendations:

1. Prepare a policy statement of mutual support for coordination between the two councils.
2. The policy statement to include the creation of an intercouncil liaison committee with a committee structure including a chairman, two members and one staff member from each council.

3. Inter-council committee be assigned the responsibility for developing a joint annual evaluation format.
4. Inter-council committee to develop specific recommendations to implement:
   a) a slot reservation concept for enrolling CETA eligible clients in regular vocational education programs.
   b) have program length and enrollment periods based on attaining specific competencies rather than clock hours, months, or weeks.
   c) greater utilization of cooperative method of instruction in providing work experience in CETA-funded programs.
5. Both councils work to move coordination of CETA and vocational education advisory committees to the regional and local levels by promoting joint meetings, cross membership on advisory committees and local manpower planning committees.
6. An orientation and assessment period to precede all CETA classroom training effective October 1, 1979.
7. Both CETA and vocational education use the same data base (KOICC) with regard to manpower supply and demand data.
8. Assist the Development Cabinet where feasible in the preparation of legislation pertaining to economic development.

Growing out of the recommendations of the Kentucky Advisory Council on Vocational Education and the Kentucky Council for Manpower Services, they formulated a written policy statement which spelled out in detail their position and intended actions in carrying out their assigned responsibilities pertaining to the relationship between CETA and vocational education.

It was the progressive attitude and joint recommendation of the State Advisory Council on Vocational Education and the State Employment and Training Council that caused this study to be undertaken.

Objectives of the Study

It is recognized that the impact of coordination activities between the Comprehensive Employment and Training Program (CETA) and vocational education should be the greatest at the local level where the instructional programs are planned, developed and implemented. That is to be expected because it is at the local level where the CETA eligible clients are located. That is also where employment opportunities exist, job placements occur, and individual and instructional services are provided.

Although vocational education and CETA programs in all communities share common barriers to and incentives and opportunities for coordination, cooperation and collaboration, the characteristics of the two programs can be expected to vary from community to community. Therefore, systems designed to improve coordination between vocational education and CETA must be based on local conditions and local decision making.

In terms of political reality, and the fact that education is considered to be a state function, consideration must also be given to the leadership position of the agencies that are responsible for vocational education and CETA operations at the state level and their influence on the decision-making process at the local level in designing, implementing and monitoring coordination activities between the two programs within the state.

It seems that attitudes and understanding of each other's program are the real indicators of successful coordination between vocational education and CETA. Attitudes and understanding will be major determinants of the

effectiveness of specific strategies and techniques that may be designed to enhance cooperation and coordination. Therefore, this study has the following objectives:

1. To develop a good understanding of the nature of the Comprehensive Employment and Training Program (CETA) and its basic requirements, on the part of the vocational education personnel in Kentucky.
2. To identify the resources that vocational education has available in Kentucky to provide specialized supporting services for CETA-funded manpower training programs.
3. To identify and develop specific strategies for providing specialized vocational education services through the State Department of Education, Bureau of Vocational Education, to support CETA-funded manpower training programs.
4. To develop strategies for improving cooperation, coordination, and collaboration between the State Department for Human Resources; Bureau for Manpower Services; State Department of Education; Bureau of Vocational Education; and CETA Prime Sponsors in making specialized vocational education services available to support CETA-funded manpower training programs.
5. To develop a suggested plan to overcome any barriers that tend to prevent vocational education from being responsive to the requests of the CETA Prime Sponsors for specialized vocational education services to support CETA-funded manpower training programs.

As a means of helping attain the foregoing objectives and contribute to the completion of this study, two workshops were planned and conducted for vocational education and CETA personnel throughout Kentucky. The

purpose of the two workshops was to bring representatives of the two programs together so they could identify and discuss common problems and learn more about each other's program. The participants were also asked to react to the tentative findings, conclusions, and recommendations of the study. Their reactions and suggestions have been considered where appropriate in completing this study.

Procedure of the Study

This study was designed to help vocational education and CETA personnel better understand each other's program; determine issues, concerns, problems and barriers that tend to interfere with the desired cooperation and coordination between the two agencies in providing manpower training and supporting services for CETA eligible clients; and identify strategies and procedures for improving their working relations in planning, developing and implementing CETA-funded activities.

This study has been organized and carried out on the basis of the five objectives of the study. In attempting to attain the five objectives, the study entailed six separate steps as follows:

Step One. In step one a concentrated effort was made to identify factors that vocational education personnel should understand about the Comprehensive Employment and Training Program (CETA) and what CETA personnel should know about the vocational education program. It was believed that the things that the two agencies should understand about each other's program should provide the basis for establishing coordination and cooperation between the two programs.

In carrying out the intentions of step one, two approaches were taken. In the first place, an intensive review of all available literature pertaining to the two programs was undertaken to trace their historical development, determine their basic purpose, and identify areas of common interest which would indicate a sound justification for linkages between vocational education

and CETA. This involved an intensive study of the Federal legislation to determine areas where the two programs have mutual interests and may be expected to coordinate their efforts. The second approach was to schedule a part of two workshops for major presentations on "What Vocational Education Personnel Should Know About CETA" and "What CETA Personnel Should Know About Vocational Education." These presentations were followed by a panel discussion pertaining to the presentations. Both presentations and the panel discussion were recorded and analyzed as a part of this study. Based on the findings of these two approaches, an attempt has been made to describe the meaning and methods of coordination which may be undertaken by CETA and vocational education to carry out the mandates of Federal legislation.

Step Two. In the second step of the study, an extensive review of the literature was made for the purpose of identifying background information that would enable the investigators to identify the distinguishing characteristics of the Comprehensive Employment and Training Program (CETA) and the Vocational Education Program. It is believed that coordination between the two programs must be based on a thorough understanding of both programs by the people who are expected to be involved in the coordination effort. Therefore, the two programs have been described in terms of their legislative background, purpose, client groups, and organizational structure.

In analyzing the information that was collected, an attempt has been made to identify the requirements of the CETA program as a basis for determining what assistance vocational education could provide in implementing such programs.

Step Three. In step three, an attempt was made to identify all of the resources that vocational education has available that may be used to support CETA. Since these resources have been designated in the Federal legislation and partially financed with Federal funds, it can be reasonably expected

that they should be available to support CETA-funded manpower training programs. This seems to be a basic reason why the Congress has expressed the desire that vocational education and CETA coordinate their resources in meeting the needs of CETA eligible clients.

As a means of carrying out step three, a questionnaire was developed based on the information presented in the Five-Year and Annual State Plan for the Administration of Vocational Education in Kentucky. This questionnaire was designed to identify all of the specialized supporting services that vocational education has available for the purpose of improving the quality of the instructional programs that it has to offer.

It was intended that the questionnaire would be answered by the instructors of CETA students and their supervisors in all prime sponsor areas in Kentucky. This questionnaire was reviewed by the Bureau of Vocational Education staff and field tested by a sample of CETA instructors. After it was revised on the basis of the field test, it was mailed to all instructors of CETA students in the State. This included those who had entire classes. Also, CETA coordinators were asked to answer the questionnaire.

Basically, the questionnaire was designed to seek answers to four statements: 1) You have been receiving the service; 2) You are now receiving the service; 3) You would use the service if it were available; or 4) You would not use the service.

In regard to the services that have been available, the respondents were asked to indicate who provided the service. Was it vocational education? Was it CETA? or Was it someone else?

It was intended that the answers to the questionnaire would provide a clear picture of the extent to which the specialized vocational education services have been utilized to support CETA-funded manpower training programs and serve the individual needs of CETA students. It was also

designed to check on the delivery system used by vocational education in providing specialized supporting services to determine whether it should be made more effective in meeting the needs of CETA students.

Step Four. In step four, the information secured from the questionnaire was used as the basis for developing suggested strategies for improving the delivery system used to provide specialized vocational education services for CETA-funded manpower training programs. The suggested strategies are included as a part of the recommendations resulting from this study.

Several of the suggested strategies for vocational education to use in coordinating their efforts to make the specialized vocational education services more accessible in supporting the CETA programs and ancillary services are presented in terms of possible linkage building activities.

Stage Five. In step five, an attempt was made to identify the issues, concerns, problems and barriers to cooperation, coordination, and collaboration between vocational education and CETA in Kentucky. This was done to establish a basis for developing strategies to improve mutual understandings and working relations between the Bureau of Vocational Education, Department for Human Resources, and CETA Prime Sponsors so as to make the specialized vocational education services more available to support CETA-funded manpower training programs.

As a means of identifying the issues, concerns, problems and barriers to coordination between vocational education and CETA, the groups that have been organized to carry out the provisions of the vocational education and CETA legislation were contacted. These groups included the State Prime Sponsor's Forum, Liaison Committee for the State Employment and Training Council and the State Advisory Council for Vocational Education, Bureau of Vocational Education, and the five Prime Sponsor areas. The meetings held in the five

prime sponsor areas included the CETA Prime Sponsor Staff and representatives from the vocational education regions, the Area Development Districts and the Bureau for Manpower Services Field Offices. These groups were asked to relate to the five objectives of the CETA/Vocational Education Coordination Study and respond to seventeen questions pertaining to the objectives. The questions were used to identify any issues, concerns, problems and barriers that have tended to hinder cooperation, coordination, and collaboration between vocational education and CETA in planning, developing, and implementing vocational education programs and providing supporting services for CETA eligible clients. Responses to the questions were made in an open meeting and discussion of the responses was encouraged. The group discussion was recorded.

In analyzing the information secured from the eight group meetings, more than 200 separate statements regarding issues, concerns, problems and barriers pertaining to coordination between CETA and vocational education were extracted from their discussions. The statements were screened to eliminate duplications and discard those that seemed to be irrelevant.

There were 175 statements selected to use in a Delphi-Technique type questionnaire. This questionnaire was intended to be used to determine the extent of agreement or disagreement that exists across the state regarding the statements included in the questionnaire. The respondents to the questionnaire had the opportunity to give five (5) possible answers to each statement that was listed. They were: 1) strongly agree, 2) agree, 3) unsure, 4) disagree, 5) strongly disagree. The questionnaire was field tested in three (3) vocational education regions to identify any problems that people had in responding to the questionnaire. It was then revised and administered to the same four categories of people that initially identified the issues, concerns, problems and barriers which were reflected in the questionnaire.

The questionnaire was taken to the Bureau of Vocational Education, Bureau for Manpower Services and all fourteen (14) vocational education regions in Kentucky. This included the five prime sponsor areas in Kentucky. There were 190 individuals that completed the questionnaire. Considering the people who attended the eight initial meetings to identify the barriers to coordination between CETA and vocational education and the people who attended the two workshops, there were about 209 people involved in this phase of the study.

It is believed that at least two things were accomplished in having the 190 people answer the questionnaire. They had the opportunity to reflect on the statements listed in the questionnaire and gain some insights regarding the feelings of the people across the state who are involved in a coordinated CETA/vocational education effort to serve the economically disadvantaged, unemployed, and underemployed population. They also had the opportunity to participate in this study by providing information that should be helpful in the search for more effective solutions to existing problems.

Answers to the questionnaire were carefully analyzed and served as the basis for conclusions and recommendations for developing strategies to improve mutual understanding, cooperation, coordination and collaboration between CETA and vocational education in making available specialized vocational education services to support CETA-funded manpower training programs.

Step Six. In step six, consideration was given to all of the barriers that need to be overcome so as to make vocational education fully responsive to the requests from CETA prime sponsors for specialized vocational services to support CETA-funded manpower training programs. In light of the barriers that have been identified and the anticipated needs of the CETA-funded manpower training programs for specialized vocational education services,

a suggested plan for coordination between vocational education and CETA in providing vocational education and supporting services for CETA clients has been outlined for consideration by the two agencies as they strive to improve and strengthen coordination, cooperation and collaboration efforts to meet the vocational education needs of the economically disadvantaged, unemployed and underemployed members of our society. The suggested outline for developing a coordination plan for CETA and vocational education is presented in Appendix F.

HISTORICAL BACKGROUND OF MANPOWER DEVELOPMENT PROGRAMS

The social conscience of the American people has beeen repeatedly exhibited throughout the history of our nation. The right to life, liberty and the pursuit of happiness represented the founding philosophy of our nation. The struggle throughout the decades has been to further the equalization process to fulfill this philosophy. Whether socially or economically based, it is apparent that much time, effort, and money has been expended to reach this goal.

The quest to achieve equality in our society has resulted in two broad categories of intervention mechanisms: educational development and human resource development. Although highly related, the federal government has traditionally viewed the two as separate entities. Therefore, the legislation and programming evolving from this process have been classified accordingly. Historically, methods for meeting manpower needs can be classified into three categories: 1) on-the-job training; 2) apprenticeship; and 3) schools (Evans, R.N., 1971). Human resource development scholars have viewed these as processes to achieve the product of individual and national security. Educational development scholars have perceived these categories as products of the educational process. Obviously, the broad and narrow connotation associated with each concept justify separate treatment. However, current beliefs and initiatives reveal strategies that would link the two more closely in a coordinated effort to support the individual and the society as a whole.

It is important, therefore, to view each concept separately as it developed and attempt to bridge the differences between the two to gain a

better insight into the functions of existing manpower development and vocational education programs.

Manpower Development Programs in the Twentieth Century

The bases for most manpower development programs can be traced to New Deal Legislation of the Great Depression Era. In this regard, it is important to note that most manpower legislation has been enacted during times of national economic depression or recession and periods of high unemployment or underemployment.

Federal Intervention During the First Half Century. The rapid population growth during the early decades of this century associated with the changing economic base (from agrarian to industrial) resulted in a critical shortage of skilled workers (Hunter, Robert, 1970). This need resulted in the passage of the Smith-Hughes Act. Although the Smith-Hughes Act was legislation most often associated with secondary vocational education, it does reveal a strategy that has been consistently re-emphasized during this century, "To meet manpower needs, the youth of the nation should be trained."

The intervention mechanism which eliminated the manpower shortage problem during the 1910-1930 era was World War I. Mass mobilization and training of individuals to meet the demands of the wartime economy produced skilled workers for the prosperous 1920's. When the depression hit in the later part of that decade, the historical perspective developed during the World War I period revealed a solution. That solution was to mobilize the nation into training and service components at the federal government's expense (Violas, Paul, 1980). However, in a peacetime economy, how could that objective be accomplished? The answer was large-scale public service employment. Programs to insure employment, training and security during that period included the Civilian Conservation Corp (CCC), the Works Progress

became the major component of EOA. A multitude of projects evolved from CAP which allocated about a fifth of its funding for employment and training (Levitan, S.A. and Mangum, G.L., 1969). The remainder of the funds were diversified into various supporting services. The precedence for the inclusion of similar sustaining services in future manpower programs was set.

During the period from 1964-1967, existing manpower programs and services were expanded through increased funding. Vocational Rehabilitation Program funding tripled and the budget of the United States Employment Service also increased. Also, during 1965 the Economic Development Act (EDA) and the Appalachian Regional Development Act (ARDA) became law. They were patterned after the Area Redevelopment Act of 1961. The Economic Opportunity Act was extended in 1965, 1966 and 1967, adding subprofessional jobs and placing emphasis upon the creation of jobs in poverty areas.

Concentrated Employment Program. During the height of the Vietnam escalation in 1967, unemployment plunged to 3.6 percent. However, the existing manpower programs were firmly established by then and subsequent legislation changed only the direction of these programs. Political and social unrest resulted in the creation of the Concentrated Employment Program (CEP). CEP received funding from MDTA, the Neighborhood Youth Corp and two components of EOA--New Careers and Special Impact Programs. CEP's main objective was to induce employers to hire disadvantaged (especially Negro) workers in nineteen large cities and two rural areas. However, the major goal of placing over half of these workers into on-the-job training positions after two weeks of orientation did not happen (Levitan, S.A. and Mangum, G.L., 1969).

Most emphasis during this period and the subsequent period was placed upon improving the administration and outreach procedures in existing

programs. CEP represented a major effort in coordinating training programs and supportive services for employment clients. Another program, the Work Incentive Program (WIN), attempted to link the individual client to employment opportunities by analyzing his employability problems and needs, and then obtaining specific services for that individual through existing programs (SIHR, 1978).

Cooperative Area Manpower Planning System. Another coordination program was the Cooperative Area Manpower Planning System (CAMPS). A major goal of CAMPS was to decentralize manpower planning. The CAMPS system was based on a local, state and regional planning structure. Local plans were consolidated into state plans which were reviewed at the regional level. CAMPS, for the most part, was a planning failure because not all federal manpower programs were required to be in the system, local CAMPS committees had no budgetary control, submission deadlines for plans did not allow adequate time for changes to be made before time to initiate the program, and there was no allowance for a formal planning staff (Arnson, R.L., 1973).

Emergency Employment Act. The need existed for a revised delivery system to meet changing conditions so as to describe the government as an employer of first resort rather than last resort, as illustrated in the Emergency Employment Act of 1971 (EEA). It was in this atmosphere, and with a need for consolidation of existing manpower programs, that the Comprehensive Employment and Training Act of 1973 (CETA) was drafted.

The Comprehensive Employment and Training Act of 1973

CETA-1973. Under the umbrella of CETA were consolidated MDTA, EOA, EEA, and other manpower programs. CETA was an attempt to pool the most favorable aspects of all previous manpower programs. It also emphasized implementation at the local level. The mandate for decentralization was

secured by allocating funds to designated prime sponsors. A prime sponsor was described as:

1. a unit of general local government having a population of 100,000; or
2. any combination (consortia) of governments having a population of 100,000; or
3. any unit of or combination of units of local government, regardless of population, which serve a substantial portion of a functioning labor market, or is rural and has a high level of unemployment, or has demonstrated the capability of carrying out the act and has a special need for the services and will carry out the services as effectively as the State; or
4. a limited number of existing rural concentrated employment programs having the capability to carry out the services; or
5. a state, if no other prime sponsor serves any portion of that state's jurisdiction.

The prime sponsor was charged with the responsibility of providing categorical manpower programming using funds best described as block grants. This responsibility clearly reflected a compromise between congressional concern with local financial management and the executive's revenue sharing concepts (SIAC, 1978).

The 1973 CETA Act contained six titles briefly described as:

I. Administrative provisions--which defined the prime sponsor and described the use of funds, requirements for advisory committees, annual plans, and delineated the review process.

II. Public Employment Programs--which created transitional public service employment programs for those individuals unemployed for more than one month.

III. Special Federal responsibilities--which provided services specifically for Indians and migrant workers and supplementary support for older workers, youth, non-English speaking individuals and offenders.

IV. Job Corps--which provided for a continuation of Job Corps programs in education, vocational training, residential facilities and other services for disadvantaged youth between the ages of 14 and 21.

V. National Commission for Manpower Policy--which created an advisory group for the Secretary (DOL) dealing with major manpower issues.

VI. General Provisions--delineated definitions of terms, conditions applicable to all programs, legality, labor standards and nondiscrimination.

CETA 1973 was a compendium of manpower programs funded under a modified block grant arrangement with local authorities. It was designed to provide job training and employment opportunities to economically disadvantaged, unemployed and underemployed persons.

Vocational Education Programs

The writers of the Constitution of the United States chose, whether purposefully or through oversight, to disregard education as a direct federal government responsibility. Therefore, educational responsibility was delegated to the states. To paraphrase an often used statement, "Vocational education is a national concern, a state responsibility, and a local operation." The "national concern" for vocational education can be traced through various pieces of legislation and antecedent movements that resulted in their enactment.

The Early Proponents. Educational philosophers have struggled with questions pertaining to the need for and design of a vocational-type education for over a century. John Dewey, Robert Owens and others were exponents for the inclusion of vocational education in the "general" education curriculum. Early efforts to implement this philosophy into the school system were fragmented and generally short-lived.

National Society for the Promotion of Industrial Education. The National Society for the Promotion of Industrial Education (NSPIE) was organized in

1906. It concentrated its efforts on gaining leverage to push for the passage of federal legislation (in 1926 the Society became the American Vocational Association--AVA). Direction and leadership for the National Commission on Federal Aid to Vocational Education (NAVE) was given by the NSPIE. This Commission, founded by President Woodrow Wilson, was charged with the responsibility of determining the need for vocational education. Its findings (published in 1914), based on human capital theory and educational philosophy, proposed federal support for vocational education (Barlow, M.L., 1967). However, it was not until 1916 that emphasis was given to passage of legislation to fund programs pursuant to these findings. The "national preparedness factor" in the training of manpower for a war effort provided the emphasis (AASA, 1970).

The Smith-Hughes Act. The Smith-Hughes Act of 1917 brought vocational education into public view and appropriated $7.2 million annually, as a sustaining appropriation for vocational education in agriculture, trades and industries, and home economics (Prosser, C.A. and Quigley, T.H., 1950). This funding is still being appropriated annually; however, it has been greatly expanded by subsequent legislation.

The George-Reed Act. The George-Reed Act of 1929 added $1 million annually to expand the support for agriculture and home economics programs. The George-Ellzey Act of 1934 raised this figure to $3 million annually and included support for trade and industrial programs. The George-Dean Act of 1936 added $14 million, authorized funding on a continuing basis and added support for distributive occupational programs (AASA, 1970).

The Transitional Period. Vocational education funding reached a peak during World War II when Congress appropriated over $100 million for the Vocational Education for National Defense (VEND) program. VEND provided pre-employment training for seven million war production workers (AASA, 1970).

Following the war, the George-Barden Act of 1946 authorized up to $28 million for sustaining vocational education. It also provided more flexibility in local administration of programs and provided funding for purchasing equipment (Prosser, C.A. and Quigley, T.H., 1950). Vocational education legislation and financial support for vocational education lulled during the 1950's. Three pieces of legislation were added as amendments to the George-Barden Act during the 1950's. The Health Amendments Act of 1956 authorized $5 million for practical nurses training annually for a renewable period of five years. The Fishery Amendments of 1956 authorized $375,000 for vocational education in the fishery trades. The National Defense Education Act of 1958 authorized $15 million annually to support programs linked exclusively to the training of highly skilled technicians in recognized occupations necessary to the national defense (DHEW, 1963).

During the 1960's the emphasis of vocational related legislation changed from programs to be offered to "people to be served." The Area Redevelopment Act of 1961 authorized $4.5 million annually for vocational training and retraining of unemployed workers living in areas of redevelopment. The Public Welfare Amendments Act of 1962 established training programs for certain welfare cases to be carried out under cooperative arrangements between welfare agencies and state administrative agencies for vocational and adult education.

The Modern Vocational Education Era. The report of the Panel of Consultants on Vocational Education in 1963 is to modern-day vocational education as the report of the Commission on National Aid to Vocational Education in 1914 was to early vocational education. The "Panel's" report resulted in the Vocational Education Act of 1963 (P.L. 88-210).

Extensive research of existing vocational education programs and the national economy resulted in a prescription for change in vocational

education as exhibited in P.L. 88-210. In keeping with the theme of legislation in the 1960's, the 1963 Act was intended to provide vocational education to persons of all ages. Specifically targeted were groups of academic and socio-economically disadvantaged, handicapped, dropouts and persons needed retraining. Furthermore, it provided for training in all areas not identified by the Commissioner of Education to be professional occupations or requiring a baccalaureate or higher degree. The 1963 Act, also, added the programming area of business and office education.

The 1963 Act provided funds for construction of residential and area vocational schools. It also provided support for work-study programs.

To provide for quality in the operating programs, the 1963 Act established and funded activities in five supporting (ancillary) service areas: 1) Teacher training and supervision; 2) Program evaluation; 3) Experimental programs; 4) Research and related activities; and 5) Instructional materials development. Program planning was to be packaged into an annual state plan that was to be compiled by the state board for vocational education in conjunction with local operating programs and a state advisory council. This plan was to be reviewed by the public and the Commissioner of Education (Burt, S.M., 1967).

Major revisions to the 1963 Act occurred through the Vocational Education Amendments of 1968. Administratively, it specified membership and responsibilities for, and in essence created the National Advisory Council on Vocational Education. It also authorized vocational training through arrangements with private vocational training institutions and established cooperative programs with business and industry. It also extended high school programs to include preparation for highly skilled post-secondary and technical education.

Consumer education programs were added and the refinement of areas revealed programming in:

1. Trade and Industrial Education
2. Consumer and Homemaking Education
3. Practical Arts Education
4. Health Service Occupations Education
5. Marketing and Distributive Education
6. Public Service Occupations Education
7. Business and Office Education
8. Agricultural Education

The 1968 Amendments also established guidelines for state support of programs for the handicapped.

Supportive (ancillary) services were expanded and revised. The extended list established in the 1968 Amendments included: 1) Administration and leadership; 2) Teacher education and supervision; 3) Curriculum development; 4) Vocational guidance and counseling; 5) Research and related activities; and 6) Program evaluation. The 1968 Amendments designated exemplary programs and projects to be a portion of research and related activities.

Using various networks of amendment mechanisms, other minor alterations to the Vocational Education Act of 1963 occurred in 1972 and 1974. The major items added by these amendments were inclusion of career education and industrial arts in the practical arts area and voluntary fireman training in the public service occupations area.

The following sections will deal with the current legislation for vocational education and manpower development: the Educational Amendments of 1976 and the Comprehensive Employment and Training Act Amendments of 1978.

A brief description of the two programs is presented. Anyone who is working with the two programs should make a thorough study of P.L. 94-482, "Education Amendments of 1976," P.L. 95-524, "Comprehensive Employment and Training Act," and the final rules and regulations pertaining to the two Acts as reported in the Federal Register.

THE COMPREHENSIVE EMPLOYMENT AND TRAINING PROGRAM

CETA 1978 by Titles

Currently, the legislation related to manpower training programs is the Comprehensive Employment and Training Act Amendments of 1978. Basically, CETA 1978 expanded funding and further delineated programming roles included in CETA 1973. It also gave emphasis to removing stereotypes within the framework of the Act. An example of this was changing the name of the State Manpower Services Council to the State Employment and Training Council. CETA 1978 created the Governor's Coordination and Services Plan in an attempt to make sure there would be no unnecessary duplication of services and insure collaboration between existing manpower programs, educational programs, and the economic, industrial and labor market information system (The State Occupational Information Coordinating Committee--SOICC, which was created in the Vocational Education Act of 1963 as amended in 1976).

Title II of CETA 1978 expanded the service roles of the program. It included descriptions and limitations of fundable services for the economically disadvantaged in retraining and transitional employment. Title II also increased the funding level for supplemental vocational education assistance from five percent to six percent (most often known as a non-financial agreement).

In reference to upward trends of single parent (mainly female) households illustrative of increased divorce rates, Title III of CETA 1978 included displaced homemakers as a target group in Special National Programs. Again, this re-emphasized that CETA programs are targeted to the most in need.

Title IV CETA 1978 included funding for Youth Employment Demonstration Programs (such as Youth Incentive Entitlement Pilot Projects and Youth Employment and Training Programs) and Summer Youth Programs as well as Job Corps.

One public concern traditionally expressed regarding the manpower programs has been the "make work" aspects of many placements of participants. The common belief was that not only did programs create widespread public employment but the system itself cultivated mushrooming public employment programs. Titles VI and VII were reactions to this belief. Title II of CETA 1973 was entitled "Public Works Program" while Title VI of CETA 1978 was entitled "Countercyclical Public Service Employment Programs." This entitlement clearly exhibits the public concern. Furthermore, Title VII of CETA 1978, Private Sector Opportunities for the Economically Disadvantaged, requires each participating prime sponsor to establish a "Private Industry Council." Incentives for industry involvement were given by subsidizing cooperative training and affording supportive and technical services for participants in industrial training programs.

Title VIII of CETA 1978 established a "Young Adult Conservation Corps" to provide employment in useful conservation work and other public works on both Federal and non-Federal public land and waters. Further, section 6 of Title VIII was developed as the Labor Management Cooperation Act of 1978. It was created to enhance working relationships between labor and management. As such, section 6 can be interpreted as services provided to industry to help insure the collaborative efforts of labor and management to overcome barriers to CETA participants.

CETA 1978 may be thought of as a culmination of years of study and initiatives on behalf of the Federal government to provide training and employment to disadvantaged individuals. It is also an answer to current

employment barriers. It has been developed from many antecedent manpower programs and is consistent with the principles underlying current economic problems.

Nature and Purpose of CETA

The rationale for the Comprehensive Employment and Training Act is revealed in the Statement of Purpose in section 2 of the 1978 Amendments:

> It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons which will result in an increase in their earned income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of Federal, state and local programs. It is further the purpose of this Act to provide for the maximum feasible coordination of plan, programs and activities under this Act with economic development, community development, and related activities, such as vocational education, vocational rehabilitation, public assistance, self-employment training and social service programs.

Organization and Administration

Federal Organization - Administratively, the programs and activities described in the CETA Legislation are the responsibility of the prime sponsors. However, Federal, state and local participation is mandated to assure consistency in these programs and activities. The Federal responsibility for CETA programs lies with the Department of Labor (DOL). Through its ten regional offices, the DOL appropriates funds to and reviews planning documents and reports for 460 prime sponsors. The DOL also prescribes rules and regulations including performance standards and guidelines for each prime sponsor. The DOL functions within guidelines established in the legislation (Stern, Barry, 1980).

Some CETA programs are directly administered by the DOL. These include programs for those areas not served by a designated prime sponsor and all of Title III: Special Federal Responsibilities. Title III, Part A activities

include programming for persons of limited English-speaking ability, native American employment and training programs, job search and relocation assistance, veterans information and outreach, programs for the handicapped, migrant and seasonal farmworker employment and training programs, and projects for middle-aged and older workers. Title III, Part B includes national research activities, the labor market and job bank program, evaluation, training and technical assistance, the National Occupational Information Coordinating Committee, evaluation and incentive grants, voucher demonstration projects, and employment and training activities to stimulate local private economic development.

State Organization. The administration of CETA programs beyond the Federal level is fragmented. Primarily, the administrative function and responsibilities lie with the designated prime sponsors. However, a portion of this responsibility lies within the framework of the state government. Part A, section 204 provides financial assistance to the state vocational education board to provide vocational education services to prime sponsors. The legislation allocates six percent of the funds available to all prime sponsors within the state to carry out Part A, section 204 (supplemental vocational education assistance or non-financial agreements). Other administrative functions are specified for state government in section 100, the Governor's coordination and Special Services Plan. Monies allocated under this section assure a plan for coordination of employment and training, education and related services provided by the state. The governor's special grants section of CETA funds model program development and services, provides technical assistance to prime sponsors, and provides economic, industrial and labor market information under this section.

Local Organization. The administrative organization for prime sponsors varies. Most structures reveal entities for planning, initiation, implementation and evaluation of programs.

The administration of CETA programs beyond the prime sponsor is even further varied, due to the flexibility inherent in CETA legislation. Prime sponsors may make financial and non-financial agreements with a variety of agencies, institutions and/or organizations. The administrative organization of CETA, at this point, would be determined by that service deliverer.

Financial Provisions

Currently, CETA programs are totally financed through the Federal government. Allocations are made for administrative support and by titles. The funds are appropriated in a modified-block grant arrangement to prime sponsors based on need and population to be served. CETA 1978 authorized programs through fiscal year 1982 except for Titles IV-A (Youth Employment and Demonstration Programs) and VII (Private Sector Initiatives), which were authorized through fiscal year 1980.

The authorization levels, by titles, established in CETA 1978 are listed below. It should be noted that Title II includes Part A - Supplemental Vocational Education Assistance, Part B - Services for the Economically Disadvantaged, Part C - Upgrading and retraining, and Part D - Transitional Employment Opportunities for the Economically Disadvantaged.

The Labor Management Committee is included as Section 6 of Title VIII. Its purpose is to improve communication between representatives of labor and management, to provide opportunities to explore innovative approaches to organizational effectiveness, assist in the collective bargaining process, increase competitiveness, and expand, enhance and improve working conditions.

AUTHORIZATION LEVELS

(Dollar Amounts in Billions)

	Fiscal Years			
	1979	1980	1981	1982
Title II:				
Parts A, B and C	$2	Such Sums	Such Sums	Such Sums
Part D	3	(1)	(1)	(1)
Title III	(2)	(2)	(2)	(2)
Title IV	2.25	2.4	Such Sums	Such Sums
Title V	Such Sums	Such Sums	Such Sums	Such Sums
Title VI	(3)	(3)	(3)	(3)
Title VII	.5	.525	----------	
Title VIII	.35	.4	Such Sums	Such Sums
Labor Management Committee	.01	Such Sums	Such Sums	Such Sums

(1) Such sums, but no more than 60 percent of the total appropriation for Title II
(2) 20 percent of total minus Title II-D and Title VI
(3) An amount sufficient to fund jobs for 20 percent of unemployed over 4 percent, except when unemployment reaches 7 percent, then sufficient funds for 25 percent of the unemployed in excess of 4 percent determined according to the procedures established in Sec. 602. (CETA 1979)

People to Be Served

Definition. Generally, people to be served by CETA 1978 includes the economically disadvantaged, unemployed and underemployed. CETA 1978 defines the economically disadvantaged as being a person who:

(A) receives, or is a member of a family which:

(i) receives each welfare payment under a Federal, state, or local welfare program, or (ii) had a family income during the 6-month period prior to application for the program involved which would have qualified such family for such welfare payments . . . (B) has, or is a member of a family which has received a total family income for the 6-month period prior to application . . . (exclusive of unemployment compensation and welfare payments) which,

> in relation to family size, was not in excess of (i) the poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget, or (ii) 70 percent of the lower living standard income level; (C) is a foster child on behalf of whom State or local government payments are made; or (D) in cases permitted by regulations of the Secretary, is a handicapped individual living at home or is an individual who is institutionalized or receiving services in, or is a client of, a sheltered workshop, prison, hospital, or similar institution or in community care. Except for any person who would be eligible for assistance under Title V of the Older Americans Act of 1965 or a handicapped individual who is sixteen years of age or older, any person claimed on another person's Federal income tax return . . . (Sec. 3, CETA 1978)

CETA 1978 defines unemployed as being:

(A) persons who are without jobs and who want and are available for work; (Sec. 3, CETA 1978)

Some exceptions to this definition are made for purposes of determining allocations by formula.

Underemployed persons are defined as being:

(A) persons who are working part-time but seeking full-time work, or

(B) persons who are working full-time but receiving wages not in excess of either (i) the poverty level . . . or (ii) 70 percent of the lower living standard income level. (Sec. 3, CETA 1978)

CETA 1978 further defines targeted groups that are included in specific titles. These groups include:

1. Displaced homemakers
2. Handicapped individuals
3. Native Americans
4. Offenders
5. Disabled veterans
6. Vietnam-era veterans

Special arrangements are made to include youth of all economic background in subpart 3 of Title V: Youth Employment and Training Programs. Ten percent

of the funds available for subpart 3 are to be used to test the desirability of including youths of all economic backgrounds in this program.

Limitations on Eligibility. CETA 1978 established guidelines for time limitations for participation in programs authorized by the Act. No person can participate in programs for longer than 2½ years in a 5-year period (exclusive of service prior to October 1, 1978). No person can participate in public service employment programs for more than 78 weeks in a 5-year period (exclusive of not more than 6 months previous to October 1, 1978). No person, except in-school youth, may be in work experience for more than 1,000 hours in any year, nor for more than 2,000 hours in 5 years. No person can receive allowances for classroom or institutional training for more than 104 weeks in 5 years (CETA 1979). However, the Secretary of Labor may waive these limitations in certain circumstances as was the case for 464 people in 18 eastern Kentucky counties (Cross, A. L., 1979).

CETA in Kentucky

Participation in Federal Manpower Development Legislation has been evident in programming in Kentucky since its inception. Currently, CETA programs are operated by five prime sponsors:

1. The Eastern Kentucky Concentrated Employment Program
2. The Kenton County Comprehensive Employment and Training Program
3. The Bluegrass Employment and Training Program
4. The Louisville-Jefferson County Comprehensive Employment and Training Program
5. The Balance of State Prime Sponsor.

All prime sponsor areas are operated independently, but they are linked through the state government by the Governor's Special Grants Unit of the Department for Human Resources. Further linkage is apparent in the informal

Prime Sponsor's Forum that meets periodically to discuss plans and strategies for the implementation of CETA Legislation and regulations. Also, in Kentucky, each prime sponsor has representation on the State Employment and Training Council. This council is an advisory unit for all prime sponsors and represents Kentucky's response to the legislated mandate for a policy-making board for the state program.

The CETA Planning Structure. Program planning for each prime sponsor requires the input of a prime sponsor's planning council. CETA legislation designated the identity of many representatives on the prime sponsor's planning council. Included in this designation is representation of agencies such as vocational education, the local education authority, human resources, and local agencies serving the unemployed, underemployed and disadvantaged.

The planning structure for all prime sponsors, with the exception of Balance of State, varies and is reflective of perceived local needs. Because of the broad geographical areas covered by the Balance of State Prime Sponsor, special arrangements for planning CETA programs have been made to insure local autonomy. The Area Development District (a Community Action Program Agency) planning staff is normally used to initiate CETA programming plans. In consultation with their Ancillary Committees (roughly the equivalent of a Prime Sponsor Planning Council) these planners identify perceived local needs and initially formulate plans to meet these needs. These plans are forwarded to the Balance of State Prime Sponsor's office in Frankfort where they are finalized and funding is appropriated for implementation at the local level.

Program Initiation - The Client Linkage. The process of linking an individual client to the CETA program varies slightly from one prime sponsor to another, but basically it has four steps: 1) intake; 2) assessment; 3) selection; and 4) referral. The process begins when a client applies for

unemployment benefits or contacts the local Bureau for Manpower Services Office. During this intake process, a determination is made of the client's eligibility for unemployed benefits or to see if she/he meets CETA eligibility requirements. Through this interview, it is determined if the client desires to participate in a training program or desires immediate employment or both.

If training is a viable option the client is assessed to determine his/her needs, desires and abilities. This initial assessment is normally done by a BMS counselor. An agreed-upon individual plan is made and further assessment is made according to this plan. It may call for Public Service Employment, in which case further assessment would likely be made by a CETA counselor, or it may call for vocational training, in which case further assessment would likely be made cooperatively by a CETA counselor and a vocational education counselor.

If the client is CETA eligible, she/he will be referred to ongoing or proposed programs that will provide employment and/or training. In either case, linkage must be made within 45 days or reassessment must take place.

After referral is made, CETA officers will perform follow-through on each client. Because CETA programs are evaluated on the basis of job placements, it is important that CETA personnel monitor the selected intervention mechanism that is proposed to result in placement for the client. Furthermore, if this intervention involves a training program, CETA is responsible for providing sustinence and services to each client until job placement is achieved. Contact between the prime sponsor's staff and the client in a training component must be continued, even if the training is performed by another agency or institution.

Summary

The Comprehensive Employment and Training Program is the Department of Labor's current attempt to answer economic problems associated with

unemployment and underemployment of the disadvantaged segment of society. Programs for achieving this goal are designated in appropriate legislation that appropriates funding to local entities in a modified block-grant arrangement. The local entities (prime sponsors) are charged with the responsibility of linking eligible recipients to agencies, institutions and organizations that offer employment and training opportunities. This linkage is accomplished through voluntary, sponsorship or contact arrangements. The eligible client is afforded a variety of supporting services during the period of transition from unemployment to employment. These include, but are not limited to, personal assessment, testing, job counseling, health care, survival skills, training, and job placement. All CETA activities, then, are directed to the objective of placing eligible clients into unsubsidized jobs best suited to individual needs, desires and abilities. The sum total of all objectives is the goal of rectifying the poor state of the economy by reducing unemployment.

THE VOCATIONAL EDUCATION PROGRAM

Modern-day vocational education is that unified program of education designed to train individuals in need of gainful employment regardless of status. The unification referred to in this definition is a direct result of the federal legislation (discussed earlier) which standardized, to some extent, the operational design of all programs in the nation. Although vocational education programs are locally operated (and for the most part state and locally financed), the "flavor" of the programs is insured by federal mandate.

Education Amendments of 1976. Vocational education is operating under legislation developed throughout this century which has most recently been revised by the Educational Amendments of 1976. Major additions to existing vocational legislation included guarantees for sex equity and the inclusion of accountability reporting in the annual plan.

The 1976 Amendments stipulate that each state advisory council shall include as a member one or more individuals who represent the State Manpower Services Council (currently the State Employment and Training Council (SETC) - CETA 1978). It is mandated that the state vocational advisory council shall consult with the SETC to identify employment and training needs and report annually on its findings. This report shall include an annual application which describes how the activities proposed relate to manpower programs and the CETA prime sponsors. Furthermore, the 1976 Amendments require the state board to involve the active participation of a representative of SETC in the formulation of the five-year plan, annual plan, and accountability report.

The 1976 Amendments set aside ten percent of each state's allotment for handicapped persons, twenty percent for disadvantaged persons, and fifteen percent for post-secondary and/or unemployed persons. This set-aside was established as "National Priority Programs." It also established the National Occupational Coordinating Committee (NOICC) in cooperation with the DOL through CETA, and required each state to develop a State Occupational Information Coordinating Committee (SOICC).

The 1976 Amendments also required the inclusion of a member representing the National Commission for Manpower Policy and a member familiar with the special problems and needs of socio-economically disadvantaged individuals on the National Advisory Council on Vocational Education.

Nature and Purpose of Vocational Education

Vocational education is an educational delivery system that includes administration, programs, and services afforded to clients seeking occupations that require preparation of less than a baccalaureate level.

The purpose of vocational education is stated in Title I of the 1976 Educational Amendments (P.L. 94-482, Sec. 101):

Part A - State Vocational Education Program's
Declaration of Purpose

It is the purpose of this part to assist states in improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the State in the development of the vocational education plans. It is also the purpose of this part to authorize Federal grants to states to assist them:

"(1) to extend, improve, and, where necessary, maintain existing programs of vocational education,
(2) to develop new programs of vocational education,
(3) to develop and carry out such programs of vocational education within each state so as to overcome sex discrimination and sex stereotyping in vocational education programs (including programs of homemaking, and thereby furnish equal educational opportunities in vocational education to persons of both sexes, and

(4) to provide part-time employment to youths who need the earnings from such employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the state--those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps, and those in post-secondary schools--will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and abilities to benefit from such training.

Organization and Administration

Federal Organization. Until recently (1963), the Federal government had little control over or influence on vocational education other than responsibility for controlling appropriations and allocations. The enactment of the 1963 Vocational Education Act required the submission of an annual program plan for each state. As a result, a Federal organization was established to administer the national program and evaluate these plans.

This responsibility was delegated to the Department of Health, Education and Welfare. Currently, this responsibility lies with the Department of Education (DOE) at the Federal level. DOE is charged with the responsibility to review and evaluate annual and five-year plans, evaluate operating state programs (minimum of one evaluation in each five-year span per state), administer the National Occupational Information Coordinating Committee, assist the National Advisory Council on Vocational Education, sponsor applied research and development on problems of national significance, provide leadership development through an advanced study center and inservice education, provide technical planning assistance to states, and assist state and local education agencies in developing methods of evaluating programs.

Furthermore, DOE is charged with the responsibility to develop and disseminate information regarding the status of bilingual vocational training and evaluate the impact of such training. Another function of the DOE is to provide reports on the status of the national vocational education program annually to the Congress and the President.

State Organization. Legally, the responsibility for vocational education in each state lies with the sole state agency responsible for the administration and control of vocational education. In Kentucky, this responsibility is delegated to the State Board for Occupational Education. The State Board is charged to coordinate the development of policy, coordinate the development of the five-year and annual program plans and accountability report, consult with the state advisory council on vocational education, and delegate responsibilities to other state agencies.

A majority of these responsibilities are delegated to the State Bureau of Vocational Education. The Bureau, in essence, is responsible for the administration of state vocational education programs. It is organized into four divisions:

1. Division of Vocational Program Development
2. Division of Vocational Program Supporting Services
3. Division of Interagency Relations
4. Division of Adult Education

The Division of Vocational Program Development has nine units including the Agribusiness, Natural Resources, Environmental Occupations Education Unit; the Business and Office Education Unit; the Home Economics Education Unit; the Industrial Education Unit; the Marketing and Distributive Education Unit; the Practical Arts Education Unit; the Public Service Occupations Unit; and the Special Vocational Education Functions Unit.

Within the Division of Vocational Program Supporting Services are six units including the Competency Based Education Unit, the Guidance Services Unit, the Occupational Information Unit, the Professional Personnel Development Unit, the Research Coordinating Unit, and the Curriculum Development Center Satellite.

The Division of Adult Education has one unit, the Adult Basic Education Unit.

All of the aforementioned divisions and units play important roles in the administration of vocational education. However, of special significance to this study and the coordination of Vocational Education and CETA is the Division of Interagency Relations. Other than the New and Expanding Industries Unit and the Approving Agency for Veterans Education Unit, this division includes the Manpower Training Unit. The Manpower Training Unit was established to be the direct communication link between the Bureau of Vocational Education and other manpower agencies in the state (one of which is CETA). The roles and functions of this unit are discussed in greater detail in another section of this report.

Regional Organization. Vocational Education in Kentucky is administered by fourteen regional staffs. Vocational regions were originally formed to coincide with the Area Development Districts established for Kentucky. A provision was made that each vocational region should represent an area having a population of at least 100,000. The result was that the vocational regions related to AD districts 8 and 9 were combined to form one region--Region 9. Therefore, vocational regions are designated 1 through 15 exclusive of a region 8 (See Appendix C).

The chief administrative officer for each region is the regional director. The regional staff typically includes program coordinators, industrial coordinators, and finance or business management officers.

The regional director is responsible for the promotion, development, coordination, and supervision of all vocational education programs in the regions, including all local education agencies (LEA's) programs that are eligible for support. She/he also provides assistance in the coordination of programs with other agencies, interpreting vocational education to business and industry, and administration and supervision of the state vocational-technical schools (SVTS) and area vocational education centers (AVEC).

Regional program coordinators are responsible for coordinating all vocational education programs, services and activities in the assigned region. She/he assists LEA's in planning and development of programs, making applications, securing reimbursement, maintaining records, and making reports. She/he coordinates the efforts of the Program Development Division and the Program Supporting Services Division in assisting LEA's in the development and implementation of vocational programs. She/he further assists in the evaluation of vocational programs, services and activities.

The Regional Industrial Coordinator is responsible for the development of a coordinated program of occupational information collection and utilization. She/he is further charged to assist area supervisors of guidance in the utilization of occupational information and cooperate with local employment offices in the recruitment and placement of students. She/he also should provide leadership and resources in establishing, maintaining and improving a regional information system related to manpower supply and demand and vocational education resources, and evaluating the system.

The Regional Business Manager is responsible for the business management and fiscal accounting procedures which are the direct responsibility of the regional director. To achieve this, she/he should develop and maintain proper accounting procedure and records and supervise the preparation of budgets at the regional level. She/he further assists in the purchase of

equipment and supplies and directs the issuance and storage of them and supervises the preparation of purchase orders, travel expense vouchers, petty cash, pay-in vouchers, contracts, and personnel forms. She/he also is charged with the responsibility of maintaining records and files of all business transactions.

Other personnel typically included on the regional staff are regional guidance counselors, student financial aid officers, and CETA coordinators. The CETA coordinator, obviously, plays an important role in the planning, coordination, implementation and supervision of vocational education programs and services designed for CETA clients.

The regional staff is assisted in its endeavors by support personnel and a regional advisory committee. This committee is appointed by the State Board for Occupational Education and includes representatives of business, industry and labor, economic development interests, the general public (including designated representation for the disadvantaged and handicapped), education, and former vocational education students.

Local Administration. The local administration is directly responsible for the delivery of vocational education instructional services to students. In Kentucky, consideration should be given to four different arrangements for industrial services delivery:

1. State Vocational-Technical Schools
2. Area Vocational Education Centers
3. Vocational Education Departments
4. Programs in Public Secondary Schools

The chief administrative officer of the State Vocational-Technical School is the principal. The principal is charged with the responsibility for the development of program offerings, instructional materials and instruction in the school. She/he is further responsible for establishing and main-

taining effective working relationships with the local school districts and the public high schools that are being served by the school, with business, industry, labor and youth organizations, and with employment service offices in the recruitment and placement of students. The principal is also responsible to the regional director for the administration and operation of the school.

The chief administrative officer of the Area Vocational Education Center is the coordinator. The coordinator is charged with the responsibility to work with teachers, counselors, and supporting services personnel in developing and implementing an effective instructional program in the center and maintaining the instructional materials and equipment needed. She/he also coordinates and supervises all center activities and evaluates their effectiveness to insure that standards are maintained at the same level as the state vocational-technical school. The coordinator is responsible for working directly with the principals of the high schools that send students to the center so as to coordinate the center programs with the high school programs and assure compatibility of policies and regulations between the programs. She/he is further required to make such reports as are required by the regional director of vocational education and the public high schools served by the center.

The Vocational Education Departments are administered by a coordinator. She/he is charged to assist the principal of the school in supervising the functions of the department where five or more teachers are employed in the instructional program. Other responsibilities are similar to those of the AVEC coordinator. The vocational education departments are organized as an integral part of a regular high school.

Programs of vocational education are also offered within the curriculum of public high schools. Most of these cannot meet the requirement of five program areas to qualify as a vocational department. Typically, these

programs include Agriculture, Home Economics, and Business and Office Education. The chief administrative officer for these programs is the school principal or a local director of vocational education. The principal is responsible to the superintendent of schools to assure compliance with provisions of the State Plan for the Administration of Vocational Education. She/he also prepares budgets, makes reports and keeps records on the programs and provides leadership and guidance for vocational programs. The principal is also responsible for the coordination of vocational programs with business and industry and other institutions and agencies concerned with vocational education.

This brief sketch of the administration of vocational education should serve as a guide to those persons interested in the organization of vocational education. Furthermore, it may serve as a guide for persons wishing to contact vocational personnel.

Financial Provisions

Vocational education is financed through many separate arrangements. Operationally, financing includes Federal, state, and local participation in the program. The majority of funding for vocational education comes from state resources. Federal and local support, generally, are on about the same level.

Regulations established pursuant to Federal legislation require matching state funds for most categorical support. The Federal share of expenditures for vocational education in the basic grants programs cannot exceed 50 percent of state and local expenditures on a statewide basis by law (U.S. Congress, 1976, Sec. 102 (a)). Exceptions to this rule may be made for special programs for the disadvantaged in areas of high youth unemployment and dropouts or to provide programs in economically depressed

areas to: (1) assist consumers; (2) help improve home environment; and (3) help improve the quality of family life. The state may not use in-kind contributions as any portion of the state's matching and maintenance of effort required.

In Kentucky, the breakdown figures out to be about 70 percent state funds, 18 percent federal funds and 12 percent local funds. This figuring will be fairly constant because regulations require that states and localities, to qualify for support, may not reduce their maintenance of effort by more than five percent in any preceeding year when compared to the two previous years except under extraneous circumstances.

People to be Served

People to be served by vocational education, as stated in the Declaration of Purpose of the Vocational Education Act of 1963, are persons of all ages in all communities of the state. This includes those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who need upgrade training, and those with special educational handicaps.

Programatically, training must be below the baccalaureate degree level. Administratively, programs are defined as being secondary or postsecondary. In Kentucky, students in high school generally receive vocational training at the area vocational education centers, in vocational education departments, or in the public high school. Persons sixteen years of age or older who have graduated from high school or discontinued their formal education may also attend the AVEC's; however, a majority of the postsecondary students attend the state vocational-technical schools.

Special consideration is given to handicapped, disadvantaged and unemployed individuals in the National Priority Programs (U.S. Congress,

1976, Sec. 110). The National Priority Programs set aside 10 percent of each state's allotment to pay 50 percent of the costs of vocational education for the handicapped. Similarly, 20 percent of each state's allotment is set aside to pay 50 percent of the costs of vocational education for disadvantaged persons. Also, 15 percent of each state's allotment is set aside to pay for 50 percent of the costs of vocational education for associate degree students or persons who are unemployed.

Resources Available for Vocational Training

The major resource available to support vocational training is the professional resource. There are over 4,000 persons trained and educated to provide for the administration, instruction and supporting services necessary to provide quality vocational education in Kentucky.

Beyond the professional resource there are a variety of capital resources in use to deliver the services of vocational education. There are currently thirteen state vocational-technical school facilities, two vocational-technical school facilities, five vocational correction school facilities, and four health facilities owned by the Commonwealth, operating within the state vocational education system. Furthermore, there are about 82 area vocational education centers, five vocational education departments, and 325 high schools owned by local education authorities operating within the state vocational education system. The capital outlay for facilities, equipment and supplies in all of the programs should be considered as resources available to support vocational training.

Other human resources include staff personnel and advisory councils at all levels. Advisory capacity is evident at the state level in the State Advisory Council for Vocational Education, at the regional level in the Regional Advisory Committees, and at the local level in the Steering

Committees and Craft Committees.

Another component of resources available for vocational training is teacher education. Teacher education involves three components: teaching, research, and service. Through the eight (8) state universities, vocational education teachers receive training in the methodology of teaching, research to justify their offerings, and preservice training and assistance to better prepare them to provide quality instruction.

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The major resource available to support vocational training is the professional resource. There are over 4,000 persons trained and educated to provide for the administration, instruction and supporting services necessary to provide quality vocational education in Kentucky.

Beyond the professional resource there are a variety of capital resources in use to deliver the services of vocational education. There are currently thirteen state vocational-technical school facilities, two vocational-technical school facilities, five vocational correction school facilities, and four health facilities owned by the Commonwealth, operating within the state vocational education system. Furthermore, there are about 82 area vocational education centers, five vocational education departments, and 325 high schools owned by local education authorities operating within the state vocational education system. The capital outlay for facilities, equipment and supplies in all of the programs should be considered as resources available to support vocational training.

Other human resources include staff personnel and advisory councils at all levels. Advisory capacity is evident at the state level in the State Advisory Council for Vocational Education, at the regional level in the Regional Advisory Committees, and at the local level in the Steering

Committees and Craft Committees.

Another component of resources available for vocational training is teacher education. Teacher education involves three components: teaching, research, and service. Through the eight (8) state universities, vocational education teachers receive training in the methodology of teaching, research to justify their offerings, and preservice training and assistance to better prepare them to provide quality instruction.

COORDINATION BETWEEN CETA AND VOCATIONAL EDUCATION

Importance of Coordination. Emphasis on the coordination of manpower programs in this country was initiated by the federal government in the mid-1970's. In recent years, the federal government has shown a growing tendency to move away from categorical grant-in-aid to the manpower programs which it had established so as to meet the needs of the economically disadvantaged population. The reasons given for the shift away from categorically-funded programs were that such programs had become too numerous and too fragmented. In too many instances they were duplicating services and competing with each other. This resulted in a very costly delivery system which was becoming difficult to manage.

Because of the increased concern regarding the large number of categorically supported manpower programs that were becoming unweildy, the Advisory Commission on Intergovernmental Relations decided to make an intensive study of the situation in 1973. The study was completed in three years. In June 1977, the Commission reported the results of the study and made the following recommendations:

> In light of the rapid proliferation of manpower programs, their frequently competing or duplicating purposes and clientele groups, and spiraling federal outlays for these numberous activities, the Commission recommends that the President and the Congress give high priority to sorting out, redefining, and clearly articulating national manpower goals; to relating a range of coordinative management devices for their accomplishment at the community level; and to developing the necessary mechanisms for periodic evaluation of program progress and accomplishments.
>
> As a long-time objective, the Commission is convinced that reorganization of the Federal agencies responsible for administering manpower programs and consolidation and redirection of grant-in-aid to state and local governments in this area are essential means of bringing the highly fragmented existing employment and training, vocational education, . . . and other programs into a more consistent,

> integrated and coordinated strategy for meeting the manpower goals and needs of the nation's local communities in an efficient, effective, and equitable manner (Advisory Commission, 1979).

There seems to be several approaches that the Federal government has decided to take in its efforts to redefine and redirect manpower programs so as to make them more consistent and more effective in meeting national manpower goals. The likely approaches seem to be integration or coordination. The Comprehensive Employment and Training Act of 1973 is an example of the Federal government's action to integrate manpower programs. Within the CETA legislation, MDTA, EOA, EEA, and some other manpower programs were integrated (See page 30). The linkage of CETA with vocational education is an example of the efforts made to coordinate two or more manpower programs.

Evidently, in looking at the overall purposes of CETA and vocational education, the Congress sees them performing somewhat different roles which are important to the future development of manpower programs. Linked by a common client group--the economically disadvantaged, unemployed and underemployed--and by a common goal to help them become more self-sufficient, CETA and vocational education have been given the opportunity to share their resources and coordinate their activities to meet the needs of the CETA clients.

Vocational education and CETA are confronted with an extremely significant challenge in the immediate future. Their future pattern of operation can be very easily redefined or redirected depending on the effectiveness of their efforts to coordinate their resources in meeting the needs of the economically disadvantaged, unemployed, and underemployed population. It can be expected that the Congress will be very much interested in the outcome of their coordination efforts. Also, it can be expected that CETA and vocational education will be confronted by many barriers as they strive to coordinate their activities which could become very discouraging and, to some extent, limit their effectiveness in striving for their common goal. Yet, the potential

for continuing success of the two programs and the possible benefits that can accrue to their clients should overcome any obstacle, if the two agencies can become fully committed to a coordinated effort.

It is very important that CETA and vocational education take the necessary steps to become fully committed to the concept of coordination. They should take advantage of every opportunity that is available to develop innovative strategies for sharing their resources and coordinating their activities to meet the needs of their clients.

Coordination has been defined as the act of working together in a smooth concerted way for the purpose of attaining common objectives. It is the ability to use more than one set of resources to attain a single goal. It is the process of bringing together two or more entities in a common action, movement, or condition. It is to associate with others for mutual benefit (Webster, 1976).

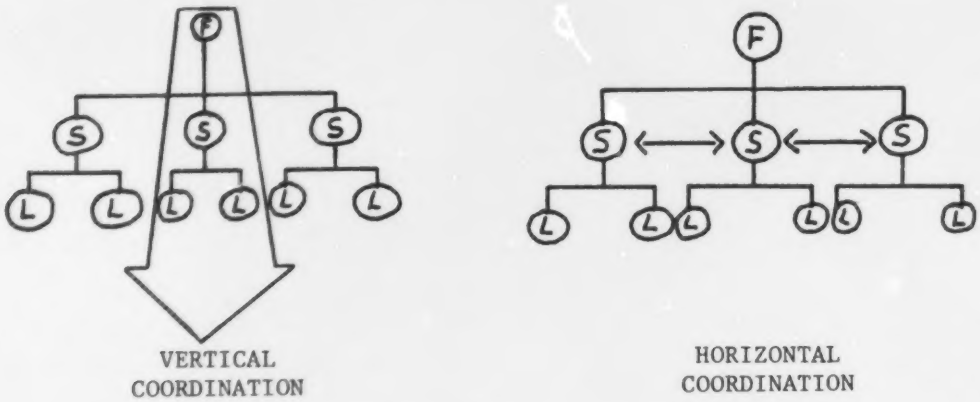
The mutual objective of CETA and vocational education is to improve the employability of the economically disadvantaged, unemployed, and underemployed members of our society. For these people, the objective of CETA is to help them find jobs or to provide them subsidized work experience and/or public service jobs. Vocational education and CETA are both designed to provide certain kinds of manpower training and supporting services for their clients.

The intention of coordination is the creation of a unified approach to policy development, program management, program planning, and the delivery of services. The desired outcomes of effective coordination are improved accessibility to programs and services, increased availability of such programs and services, responsiveness in providing needed programs and services, and accountability for attaining the desired results.

Both vocational education and CETA were created by actions of the federal government. They continue to receive federal financial support, and constant

guidance through Federal regulations. To some extent, they are also subject to management and control at the state level, and they are largely operated at the local level. Each of these programs are governed and operated through the process of vertical coordination extending from the Federal level through the state level to the local level.

It is also intended that both programs should coordinate their resources and related activities with each other and with other manpower programs at the Federal, state and local levels of operation. This is the process of horizontal coordinate at each level of operation. Thus, the coordination of CETA and vocational education needs to be both a vertical and a horizontal procedure. An example of the two procedures is shown in Figure 1.



F = Federal Level; S = State Level; L = Local Level

Figure 1. Vertical and Horizontal Coordination Involving the Federal, State, and Local Levels of Program Operation. (Southern Institute for Human Resources, Inc., 1978)

Vertical coordination may be defined as the activities that are planned and carried out for the purpose of systematizing the operations at the Federal, state and local levels of a single program, such as CETA and vocational education, so as to more effectively meet the goals and objectives

of that program. Both CETA and vocational education have a structure that involves decision-makers and program operators at the federal, state, and local levels. However, CETA is more decentralized than vocational education because more decision-making and program management responsibilities have been assigned to the CETA prime sponsors at the local level. Yet, structurally, both programs are organized so they can work toward common objectives at the Federal, state, and local levels. Therefore, vertical coordination is essential in the definition of objectives and in providing assurances that they will be attained. Federal legislation pertaining to both CETA and vocational education is designed to assure vertical coordination.

Horizontal coordination is intended to systematize the action at each level in the vertical system with others that are working in different manpower programs at the same level. For example, CETA and vocational education personnel at the local level and at the state and Federal levels are clearly mandated by law to develop ways and means for horizontal coordination so as to better serve the CETA clients.

In the final analysis, coordination reflects the extent to which people have decided to work together to achieve common goals. In this regard, some questions that need to be answered are: "Why should CETA and Vocational Education coordinate their resources and services?" and "Why is the Federal government mandating such action?" It needs to be clearly understood that even though there are some similarities between CETA and vocational education, there are also some significant differences. Both similarities and differences are significant in determining the effectiveness of the two programs.

Vocational education is an integral part of the public education system. Its scope of training is much broader than that provided by CETA. It is expected to serve persons of all ages in all sections of the State. It has

the capacity to carry out all aspects of the manpower training programs. On the other hand, CETA is centered on the economically disadvantaged segment of the population. Over the years, vocational education has accumulated considerable resources and expertise in all phases of manpower training. However, CETA, through its special programs and services, has developed strong connections with the business-industry-labor community.

Therefore, when one analyzes the merits of CETA and vocational education, it becomes quite evident that they both stand to gain a great deal by meshing their resources and services through a strong coordinated effort to serve the economically disadvantaged, unemployed, and underemployed population. Radcliffe and Semple expressed it this way:

> Vocational education simply has too much to offer, and much to learn by working with CETA. And CETA stands to benefit immeasurably by utilizing the expertise and services of vocational education, which has the capacity to link the person in need of basic skills with the vast resources of the public education system and the job market (Radcliffe and Semple, 1975).

It seems to be very clear that CETA and vocational education should take the initiative in developing strong coordination linkages between the two programs. They should recognize the need to clarify the overlapping elements in their respective statements of purpose and be willing to reorient their thinking and actions toward solving the problems of the economically disadvantaged. There needs to evolve a willingness and a determination on the part of CETA and vocational education, to coordinate their resources and work together in serving their mutual clients.

Success will be achieved when CETA and vocational education learn to work together in attaining their common goals of providing the manpower training and supporting services required to meet the needs of the economically disadvantaged, unemployed and underemployed members of our society. A joint undertaking needs to be established between CETA and vocational education so

as to insure adequate coordination in planning, program development and the implementation of programs and supporting services and at the same time avoid unnecessary duplication of programs and services.

Provisions of the Federal Legislation. The Federal legislation pertaining to CETA and vocational education is evidence of the Federal government's determination to redefine or redirect manpower programs so as to make them more manageable, more effective, and less costly. In this regard, CETA and vocational education have an excellent opportunity to share their resources and create innovative strategies for the coordinated management of programs and services needed by the CETA clients.

This is evidenced by the provisions found in the Education Amendments of 1976 (P.L. 94-482) and the Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524). In these two amendments, the Congress completely revised the Vocational Education Act of 1963 and the Comprehensive Employment and Training Act of 1973 so as to achieve two significant purposes. The Congress attempted to meet certain needs common to the vocational education program and the employment and training program, and, at the same time, they attempted to have the two systems work more closely together. In the two pieces of legislation, emphasis was placed on coordination, planning, collection and use of data, utilization of programs, and facilities and program evaluation.

Coordination -- For effective relationships between CETA and vocational education, each of them needs to clearly understand the others program and how it is operated. To be able to relate vocational education to CETA, one needs to be able to interpret the expressed purpose of the two pieces of legislation in terms of the provisions for coordination between the two agencies.

In the Education Amendments of 1976, the intention for vocational education to coordinate its resources with other agencies and individuals concerned with education and manpower training is clearly stated. The Declaration of Purpose for Vocational Education is found on page 50.

The Statement of Purpose in the Comprehensive Employment and Training Act Amendments of 1978 has some common elements with the Declaration of Purpose for Vocational Education. It reads as follows:

> It is the purpose of this Act to provide job training and employment opportunities for the economically disadvantaged, unemployed, or underemployed persons which will result in an increase in their earned income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible, coordinated and decentralized system of Federal, state, and local programs.
>
> It is further the purpose of this Act to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities, such as vocational education (P.L. 94-524, Sec. 2).

It is clearly evident in these two statements of purpose that CETA and vocational education have several mutual interests and stand to benefit from a coordinated effort in striving to carry out their related responsibilities. It is indicated in the two statements of purpose that each agency shall be involved in the implementation of the other's program. The CETA legislation says, "maximum feasible coordination of plans, programs, and activities with vocational education." Whereas, the vocational education legislation says, "improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies."

As a means of promoting coordination between CETA and vocational education, the Congress has cross-referenced the two pieces of legislation to indicate where it expects representation of each agency on the other's

commission, council or committee or where it expects a continuing process of consultation between advisory groups belonging to the two agencies and with the administration.

At the national level, the CETA and vocational education legislation requires cross representation of the Department of Labor and the Department of Education on the National Commission for Employment Policy (Sec. 502) and the National Advisory Council for Vocational Education (Sec. 162). A function of the National Commission for Employment Policy is to:

> (5) (A) identify, after consulation with the National Advisory Council on Vocational Education, the employment and training and vocational education needs of the nation and assess the extent to which employment and training, vocational education, vocational rehabilitation, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs; and
>
> (B) comment at least once annually, on the reports of the National Advisory Council on Vocational Education which comments shall be included in one of the reports submitted by the National Commission pursuant to this title and in one of the reports submitted by the National Advisory Council on Vocational Education pursuant to section 162 of the Vocational Education Act of 1963 (P.L. 95-524, Sec. 502).

This same language is included in the Education Amendments of 1976 where the function of the National Advisory Council for Vocational Education is described (P.L. 94-482, Sec. 164 (4) (A).

At the state level, the CETA and vocational education legislation requires cross representation of the State Employment and Training Council and the State Advisory Council for Vocational Education. The State Employment and Training Council shall:

> identify, in cooperation with the State Advisory Council on Vocational Education, the employment and training and vocational education needs of the State and assess the extent to which employment and training, vocational education, vocational rehabilitation, . . . and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs;

Each council is expected to comment at least once annually on the reports of the other council. The comments shall be included in the annual report submitted by the respective council (CETA Act of 1973, Sec. 107, and VE Act of 1963, Sec. 105).

At the local level, vocational education and CETA are required to establish certain advisory groups which should have cross representation. The Education Amendments of 1976 state that:

> Each eligible recipient receiving assistance under this Act to operate vocational education programs shall establish a local advisory council to provide such agency with advice on current job needs and on the relevancy of courses being offered by such agency in meeting such needs; . . .
>
> and such local advisory councils may be established for program areas, schools, communities, or regions, whichever the recipient determines best to meet the needs of that recipient (P.L. 94-482, Sec. 105 (g) (1).

The Comprehensive Employment and Training Act Amendments state that:

> The formulation of a Comprehensive Employment and Training Plan by a prime sponsor shall involve the active participation of a prime sponsor planning council, and such plan shall:
>
> (3) include a detailed description of:
> (A) the methods and instructional arrangements which will be used to involve community based organizations, educational agencies, and other deliverers of services in the development and implementation of the programs assisted under this Act; and . . .
>
> (4) include a description of:
> (C) the procedures for the selection of and the arrangements made with respect to consultation with the prime sponsor planning council, the youth council, and the private industry council; . . .
>
> (9) provide for and include a description of arrangements made to insure the participation of and consultation with local educational agencies, vocational education agencies, ... and other institutions and organizations in the conduct of programs under this Act; and . . .
>
> (13) provide evidence that in the development of such plan there has been a continuing process of consultation with interested groups in the area not directly represented on the prime sponsor's planning council, including local advisory councils established under section 105(a) of the Vocational Education Act of 1963 . . .

Planning -- With regard to planning, both CETA and vocational education are required to be extensively involved in the planning process. If the State intends to seek financial assistance under the Comprehensive Employment and Training Act Amendments of 1978, it must submit a Governor's coordination and special services plan to the Secretary of Labor.

The Governor's coordination and special services plan shall include the following:

> (1) coordinating all employment and training, education, and related services provided by the state, by prime sponsors, by state education agencies and other appropriate institutions of vocational and higher education, . . . and by other providers of such services within the State; . . .
>
> (3) assuring that comprehensive employment and training plans do not necessarily result in the duplication of services; . . .
>
> (5) assuring the promotion of prime sponsor planning that takes into account conditions prevailing in labor market areas covering more than one prime sponsor area, as well as related activities such as . . . vocational education . . .
>
> (12) facilitating and fostering the activities of the State Occupational Information Coordinating Committee established pursuant to section 161 (f) (2) of the Vocational Education Act of 1963, with special emphasis on the systematic use of occupational information for prime sponsor planning . . . (P.L. 95-524, Sec. 105).

Both CETA prime sponsors and vocational education are required to develop a master plan and an annual plan. Vocational education is also required to submit a general application providing certain assurances and provide an annual accountability report.

In the formulation of the CETA plan, the prime sponsor shall involve the active participation of "the prime sponsor's planning council." The planning council shall include as members at least one representative from vocational education agencies, . . . other education and training agencies and institutions . . .

The council shall (1) participate in the development of, and submit recommendations regarding the prime sponsor's comprehensive employment and training plan and the basic goals, policies and procedures of the prime sponsor's programs and of other employment and training programs in the prime sponsor's areas; (2) monitor and provide for objective evaluation of employment and training programs conducted in such areas; and (3) provide for continuing analysis of the need for employment, training and related services in such area, including efforts to reduce and eliminate artificial barriers to employment (Sec. 109).

The Comprehensive Employment and Training Plan shall:

(3) include a detailed description of:

(A) the methods and institutional arrangements which will be used to involve . . . educational agencies, and other deliverers of services in the development and implementation of the programs assisted under this Act; . . .

(4) include a detailed description of:

(C) the procedures for the selection of and the arrangements made with respect to consultation with the prime sponsor planning council, the youth council, and the private industry council;

(9) provide for and include a description of arrangements made to ensure the participation of and consultation with local educational agencies, vocational education agencies, . . . and other institutions and organizations in the conduct of programs under this Act;

(14) provide evidence that in the development of such plan, there has been a continuing process of consultation with . . . local advisory councils established under section 105 (a)of the Vocational Education Act of 1963 and . . . representatives of local educational agencies, and representatives of postsecondary educational agencies; . . . (Sec. 103).

In the establishment of all of these councils, the legislation requires the appointment of a representative from vocational education or educational agencies on the council.

When the plans have been developed, each prime sponsor shall:

(1) transmit such plan, . . . to:

(A) the Governor;
(B) the State Employment and Training Council;
(C) the prime sponsor planning council and the private industry council; . . .

(2) make such plan available, . . . for review and comment to:

(C) appropriate educational agencies and institutions, . . .

(b) The prime sponsor shall consider any comments, or recommendations received, and shall transmit to the Secretary (of Labor) copies of the comments and recommendations of the Governor, the State Employment and Training Council and the Prime Sponsor Planning Council (Sec. 104).

The development of the vocational education plans are very similar to the procedures followed by CETA. The Education Amendments of 1976 requires any state desiring to receive Federal financial support under the Act to submit to the Commissioner of Education a general application providing assurances, a five-year plan, an annual plan, and an annual accountability report.

In the general application providing assurance, the State shall agree:

(2) that the State board will cooperate with the State Advisory Council on vocational education in carrying out its duties pursuant to section 5 and with the agencies, councils and individuals specified in sections 107 and 108 to be involved in the formulation of the five-year State Plan, the annual program plans and the accountability reports; . . .

(4) that funds will be distributed to eligible recipients on the basis of annual applications which:

(A) have been developed in consultation (i) with representatives of the educational and training resources available in the area to be served by the applicant and (ii) with the local advisory council required to be established by this Act to assist such recipients, . . .

(C) describe how the activities proposed in the application relate to manpower programs conducted in the area by a prime sponsor established under the Comprehensive Employment and Training Act of 1973, if any, to assure a coordinated approach to meeting the vocational education and training needs of the area or community, . . . (Sec. 106).

In producing the five-year state plan, annual state plans, and annual accountability reports for vocational education, the State board shall involve the active participation of a State Plan Planning Committee. Among the members of this committee shall be:

(H) a representative of the State Manpower Services Council (renamed the State Employment and Training Council) appointed pursuant to section 107 (a) (2) (A) (i) of the Comprehensive Employment and Training Act of 1973, designated by that Council; and

(J) a representative of the state advisory council on vocational education, designated by that council.

(b) The five-year State plan . . . shall:

(5) set out criteria which have been developed for coordinating manpower training programs conducted by prime sponsors established under the Comprehensive Employment and Training Act of 1973 with vocational education programs assisted under this Act and for coordinating such vocational programs with such manpower training programs (Sec. 107).

The annual State Plan for Vocational Education shall:

(C) show the results of the:

(i) coordination of programs funded under this Act with manpower training programs and of manpower training programs with program funded under this Act, . . .

(iii) participation of local advisory councils required to be established under section 105 (g) (P.L. 94-482, Sec. 8).

Collection and Use of Data -- Another area where the Congress sought to provide assistance to both CETA and Vocational Education by meeting a common need for more useful employment and training data and to have the two systems work closer together was in the area of data collection and use. Congress enacted the data collection and use amendments through the establishment of the National Occupational Information Coordinating Committee (NOICC) and the State Occupational Information Coordinating Committee (SOICC). This action is described in a report by the House of Representatives which stated:

The Committee proposes these amendments for two reasons. First, it is hoped that these amendments will be another way of helping to bring together vocational education and CETA program administrators. Both programs have many of the same problems and needs, including a need for current occupational supply and demand data; and since the programs are operated so separately in so many states; the Committee's bill tries to foster linkages between the two agencies wherever possible.

The second purpose is clearly to develop both occupational supply and demand data and to make this data readily available so that vocational education courses which are more relevant to realistic job opportunities can be offered (Jennings, 1978).

The Education Amendments of 1976 describes the action of the Congress in these terms:

> (b) (1) There is hereby established a National Occupational Information Coordinating Committee which shall consist of the Commissioner, the Administrator, the Commissioner of Labor Statistics, and the Assistant Secretary of Employment and Training.
>
> The Committee, . . . shall:
>
> (A) in the use of program data and employment data, improve coordination between, and communication among administrators and planners of programs authorized by this Act and by the Comprehensive Employment and Training Act of 1973, . . . at the Federal, State and local levels;
>
> (B) develop and implement, by September 30, 1977, an occupational information system to meet the common occupational information needs of vocational education programs and employment and training programs at the national, state and local levels, which system shall include data on occupational demand and supply based on uniform definition, standardized estimating procedures, and standardized occupational classification; and
>
> (C) assist State occupational information coordinating committees . . .
>
> (2) By September 30, 1977, each State receiving assistance under this Act and under the Comprehensive Employment and Training Act of 1973 shall establish a State Occupational Information Coordinating Committee composed of representatives of the State board, the State employment security agency, the State Manpower Services Council, and the agency administering the vocational rehabilitation program. This committee shall, . . . implement an occupational information system in the State which will meet the common needs for the planning for, and the operation of programs of the State board assisted under this Act and of the administering agencies under the Comprehensive Employment and Training Act of 1973 (P.L. 94-482, Sec. 161).

The legislation provisions of the Education Amendments of 1976, pertaining to the establishment and use of the National Occupational Information Coordinating Committee and the State Occupational Information Coordinating Committees are reinforced by similar provisions in the Comprehensive Employment and Training Act Amendments of 1978 as follows:

(b) Governor's coordination and special services activities shall include the:

(a) facilitating and fostering the activities of the State Occupational Information Coordinating Committee established pursuant to section 161 (b) (2) of the Vocational Education Act of 1963, with special emphasis on the systematic use of occupational information for prime sponsor planning as well as assisting and encouraging the development and use of career outlook information for individuals who are receiving rehabilitation services, students in local schools, and individuals using the services of prime sponsors and local offices of State employment security agencies (Sec. 105).

Utilization of Programs and Facilities -- The Congress was concerned about the utilization of programs, services and facilities which were available through cooperative and coordinative arrangements so as to maximize their use and avoid any unnecessary duplication. In the development of Comprehensive Employment and Training Plans by prime sponsors, the CETA legislation indicates that such plan shall:

(7) provide for utilizing those services and facilities which are available, with or without reimbursement, from Federal, State and local agencies to the extent deemed appropriate by the prime sponsor after giving due consideration to the effectiveness of such existing services and facilities including . . . State vocational education and vocational rehabilitation agencies, . . . area skill centers, local educational agencies, postsecondary training and education institutions, . . .

(13) include a description of the methods and arrangements which will be used to insure the fullest possible utilization, consistent with the education and training needs identified in the plan, of public vocational education facilities and programs, and of other facilities of local education agencies in the provision of instruction in basic cognitive skills and in the development and implementation of programs assisted under this Act (Sec. 103);

Program Evaluation -- The Education Amendments of 1976 and the Comprehensive Employment and Training Act Amendments of 1978 have several cross references pertaining to program evaluation. As far as the vocational education program is concerned, the Vocational Education Act requires both Federal and State evaluation; it says:

> The Bureau of Occupational and Adult Education shall in at least ten states, a fiscal year during the period beginning October 1, 1977 and ending September 30, 1982, conduct a review analyzing the strengths and weaknesses of the programs assisted with funds available under this Act within those states; and the Department of Health, Education, and Welfare shall in the same period, conduct fiscal audits in such programs within those States . . .
>
> (b) (1) (A) each State shall, during the five-year period of the State plan, evaluate the effectiveness of each program within the State being assisted with funds available under this Act; and the results of these evaluations shall be used to revise the State's programs and shall be readily available to the State Advisory Council;
>
> (b) (2) Each State, . . . shall annually consult with the State Advisory Council which shall assist the State, . . . monitor the evaluations conducted by the State, and use the results of these evaluations in compiling its annual report required by section 105 (P.L. 94-482, Sec. 112).
>
> (c) The Commissioner (of Education) shall prepare and submit annually to the Congress, . . . a report on the status of vocational education in the country during that fiscal year (P.L. 94-482, Sec. 112).

Evaluation responsibilities were also given to the National Advisory Council on Vocational Education and the National Commission for Employment Policy at the National level, and the State Advisory Council on Vocational Education and the State Employment and Training Council at the state level. At each level the two councils or commissions are expected to consult with each other in carrying out their assigned responsibilities. At both the national and state level, the CETA and vocational education legislation says these advisory groups shall:

> Identify, after consultation (with each other), the employment and training and vocational education needs of the nation (or State) and assess the extent to which employment and training, vocational education, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs (P.L. 95-524, Sec. 503).

Opportunities and Incentives. Vocational education and CETA have many opportunities for coordination, cooperation, and collaboration in the use of their resources and supporting services to meet the needs of the

economically disadvantaged, unemployed, and underemployed people in Kentucky. The Congress has given them a timely opportunity to do some very serious thinking about the importance of coordination to the future role of both programs. This is the time for a serious analysis of each system's obligation and alternative means of meeting their responsibilities. The primary consideration should be given to what needs to be done now and in the foreseeable future.

Due to the fact that the Congress is scheduled to reassess and likely make some amendments to both programs in 1982, now is the time to lay the groundwork that is needed to get desired improvements for both programs. It is generally recognized that vocational education and CETA need to establish important linkages and concentrate their efforts on what it takes to develop a sound program of vocational training and specialized supporting services. Such a program should be consistent with the needs of the economically disadvantaged, unemployed, and underemployed population if these persons are going to be adequately prepared for employment in the labor market.

CETA and vocational education have been struggling with various opportunities to work together for several years and, to some extent, they have been searching for more effective ways to attain their goals. They have encountered their share of obstacles that need to be removed. However, it is believed that as they increase their associations in dealing with common problems, and they open up their communication channels, they will become increasingly aware of their mutual interests and will broaden their opportunities to solve their mutual problems. There is reason to believe that artificial barriers, continuing emphasis on philosophical differences and limitations in sharing resources and services will gradually disappear as their obligations are carefully analyzed and real challenges emerge.

Both agencies have a justifiable reason for taking a careful look at the advantages and disadvantages of joining together in a coordinated effort. Such an endeavor should enable them to carry out their mutual responsibility of offering a sound program of vocational training and related supporting services which are consistent with the needs of the people to be served.

What makes this subject so important and appropriate is that the Congress and several important national organizations have recognized the vital need for vocational education and CETA to consolidate their resources. They have encouraged the two agencies to strive to solve the problems that they have in common so as to do everything in their power to avoid unnecessary duplications.

Incentives for coordination are very important because they provide the motivation for action. They should clearly indicate why it is important for CETA and vocational education to work more closely together in serving the economically disadvantaged, unemployed, and underemployed people.

There are several very obvious incentives that should provide the basis for coordination between CETA and Vocational Education. Some of them apply to both agencies, some of them relate more to CETA than they do to vocational education, and some of them are of more concern to vocational education than they are to CETA.

It is very likely that additional incentives can be easily identified by the people employed in both programs at the national, state and local levels. This is something that should be encouraged at all levels and any significant incentives for coordination between CETA and vocational education should be shared as extensively as possible.

Perhaps the most significant incentives at the present time are to be found in the provisions of the Education Amendments of 1976 and the Comprehensive Employment and Training Act Amendments of 1978. They should

provide a strong motivation to both CETA and vocational education to want to determine how they can work more effectively together in carrying out their respective responsibilities.

Another important incentive is the development and implementation of a sound system of advisory groups within vocational education so that help can be available to support programs, schools, and local recipients at the different levels of operation. Competent people from the business, industry, labor, education and general public areas should be selected for membership on these advisory groups at all levels of operation and there should be both vertical and horizontal linkages and continuing communication. This same kind of organizational structure should be developed and maintained within the CETA system. Also, there needs to be developed and maintained a strong linkage between the advisory systems that are serving the two organizations.

A better understanding of the two programs and their available resources, which could be shared for the betterment of both programs, needs to be developed on the part of the two agencies and the community that is being served. This could be enhanced through a coordinated effort.

To some extent both CETA and vocational education have limited resources available to serve their clients when they operate independently which could be greatly enhanced if they were combined through a coordinated effort. For example, vocational education has an extensive statewide system of vocational education facilities that accommodate a wide variety of programs and supporting services that need not be duplicated by CETA when they could be shared through an appropriate collaborative arrangement.

The fact that both CETA and vocational education have been given responsibilities to serve the same client groups--the economically disadvantaged, unemployed and underemployed--should create an incentive for them to share their supporting services in meeting the needs of these clients.

The supporting services available through the two agencies are somewhat different since those provided by CETA focus on the needs of the individual while those provided by vocational education are intended to support the instructional programs. Thus, by combining them it may offer a better opportunity to enrich the training program and provide more effective services for the clients.

Coordination between CETA and vocational education could improve professional relationships and enhance opportunities for the professional development of personnel in both agencies. These agencies have available a variety of supporting services which are intended to meet the professional development needs of the people employed to operate the two programs. Coordination of these resources could maximize professional relationships and cause the people in the two agencies to work together in a variety of professional personnel development activities. From this association each agency could gain a broader perspective of their total responsibilities and how they could be more effectively implemented. Staff expertise exists in both programs which, when shared, could enable them to use their talents and skills in mutual support.

Since CETA and vocational education have somewhat different supporting services to offer, resources available through a shared arrangement could enlarge the service opportunities for their clients. Thus, limitations present in one program which are available in the other program could be eliminated if they would coordinate their resources so they could better serve their CETA clients. The sharing of resources and supporting services also provides greater flexibility in their use.

If duplications in program management, financial accounting, property inventories and record keeping could be eliminated through coordination of CETA and vocational education; it would enhance the cost effectiveness of the two programs and result in their ability to provide additional services.

Joint use of a national and state occupational information system should improve the management capabilities of both programs and enable them to more effectively make important needs assessments and evaluate their entire programs on a continuing basis.

Coordination should permit CETA and vocational education to be more effective in planning activities which should enable them to more accurately target their resources in meeting significant needs. Without coordination in the planning process, goals and objectives may not be clarified for the two agencies and unnecessary duplication of effort will likely take place.

Coordination can enhance job development and placement and follow-up activities of the two programs and enable them to work more effectively with employers.

Recruitment activities which are common to both programs could be coordinated so as to reduce staff time, increase effectiveness of the activity, reduce the cost and eliminate duplication.

Consolidated vocational education and manpower training and employment systems with positive accomplishments could enhance favorable legislation for the two programs.

In analyzing the CETA program and the vocational education programs, it is evident that they have many differences. However, they also have several similarities. It is true that they are set up under separate federal legislation which is administered by separate federal agencies--The Department of Labor and the Department of Education--and their funding patterns are different. They are similar in that they have common goals regarding the economically disadvantaged which they both are intended to serve. Some of the services they can provide to their clients can duplicate one another if they do not coordinate their efforts. Both programs are now working under legislated mandates to coordinate their activities with each other and with

other manpower programs. The common elements of goals and objectives, clients to be served, similar services, and mandates to coordinate their resources and efforts are compelling reasons to develop ways and means for CETA and vocational education to work together for the benefit of the people who should be served by the two programs.

Anticipated Benefits -- The primary reason for coordination between CETA and vocational education is to more effectively implement a manpower training program with the essential supporting services that will be of maximum benefit to CETA clients. It needs to be fully realized that coordination is based on the attitudes of the people involved. Attitudes are acquired on the basis of available information and personal contacts. They are facilitated when those involved seek to know one another and learn to respect the strengths and weaknesses of each other's program. Coordination cannot be expected to be very effective until each agency makes a concerted effort to understand the background, purpose, goals and objectives, and operation of the other's program.

It can be expected that coordination will be enhanced by Federal mandates through legislative enactments, but it will be of benefit to the CETA client only to the extent that such coordination has the desired impact at the local level where the instructional programs are carried out. Coordination requires personal commitment on the part of everyone involved if it can be expected to be successful. There is nothing that can replace personal commitment as a motivating force in bringing about the desired coordination between CETA and vocational education.

In reviewing the two programs, it is evident that there are several areas where the two systems could likely benefit from a coordinated effort. Some of them that might be carefully considered are as follows:

1. Through mutual involvement in the activities that they jointly support, CETA and vocational education could learn more about each other's programs and how they operate.

2. With cross representation on each other's advisory groups, each agency would have an excellent opportunity to strengthen its working relationships with a group of people who should be broadly representative of the community interests.

3. With cross representation on each other's advisory group, each agency has a good opportunity to have an input into the decision-making process that can have a favorable influence on the outcome of their respective programs.

4. It is recognized that management largely determines the effectiveness of any coordination effort. If management is willing to promote effective communication, establish wholesome relationships and facilitate the process of coordination, then both agencies should greatly benefit from the joint effort.

5. Since the process of intake/assessment/selection/referral sets the stage for many subsequent programs and services that will be made available to the CETA clients, coordination between CETA and vocational education in this process can minimize or eliminate the potential for duplication of effort and possible conflicts between programs. This should reduce or eliminate any confusion for CETA clients.

6. Coordinated program planning by CETA and vocational education should increase understanding and agreements. At the same time, it should enable the planners to readily identify any missing links and avoid any duplication of services to the CETA clients.

7. Coordination between CETA and Vocational Education in providing supporting services for CETA clients and vocational training should assure the clients of maximum access to all services available and increase the effectiveness of those services.

8. Coordination between CETA and vocational education in providing specialized supporting services should enable the two agencies to clarify their respective roles in this area and reduce any possible misunderstandings or conflicts.

9. Coordination is based on attitude, understanding, commitment and communication. These attributes are developed on the basis of available information and personal conduct. Therefore, joint inservice training activities at all levels of operation should provide the staff with opportunities for professional development that should enhance their working relations.

PROVIDING SPECIALIZED VOCATIONAL EDUCATION SERVICES

All services provided by the vocational system are designed to support the instructional program. The facilities, planning arrangements, equipment, capital outlay, and administration are provided to enhance the quality of the instructional program. Persons outside the realm of institutionalized vocational education may not understand the meaning of the term "specialized supporting services for vocational education." The public generally perceives supporting services as being assistance provided directly to an individual client. Although these types of services are not inconsistent with certain supporting services that may be provided by vocational education, such as stipends, transportation, work study and day care, the structure established to deliver legislated specialized supporting services will appear somewhat different. In this report those services that are directed toward the individual client will be called primary services; those services that are provided to support the instructional program directly, and the client indirectly, will be referred to as secondary services. A tertiary mechanism may, and in many cases does, exist in which clients (students) are referred to other agencies that provide assistance to the individual clients. The section which follows will endeavor to define supporting services as they are used in vocational education, rationalize their existence, identify those that are available, describe the delivery system, designate the roles of key personnel, and suggest strategies for improving: (1) the coordination of delivery between agencies and (2) the linkage to the individual client.

Defining Supporting Service. The 1978 CETA Amendments define supporting services as:

> ". . . services which are designed to contribute to the employability of participants, enhance their employment opportunities, assist them in retraining for employment, and facilitate their movement into permanent employment . . . Supporting services may include health care, transportation, temporary shelter, child care, and financial counseling and assistance.

This definition, obviously, deals with primary and tertiary supporting services. However, it does not preclude secondary support mechanisms that may be provided to assist ongoing CETA programs.

The Educational Amendments of 1976 makes provisions for six kinds of "specialized supporting services":

1. Administration and leadership
2. Teacher education and supervision
3. Vocational guidance services
4. Curriculum and instruction
5. Research and related activities
6. Program planning, evaluation and accountability reporting.

The entities in the vocational support mechanism, with the exception of Vocational Guidance Services, are mainly secondary support in nature. The service provided to students, in this context, comes from the products of quality teaching and administration, sound program planning, adequate research, and necessary curriculum development. The linkage to the student is through the services of professional personnel. The assistance they provide to the student will reflect the product of the network. The connotation is that these services are provided to the masses and not directly to individuals. However, this arrangement is necessary due to the diversity of needs of vocational students.

It could be greatly simplified if all vocational students could be stratified into groupings. However, as was previously stated, vocational education is for "persons of all ages." Therefore, the support afforded to gifted students should be just as important as that afforded to disadvantaged students when the need exists.

Do Special Groups Need Special Services? This question often arises. The answer, of course, is yes . . . and no. All people need support for their efforts. To target one group, whether disadvantaged, handicapped, or rich or poor, is a gross miscarriage of the concept of supporting services. However, all support should be specialized. It should be linked specifically to individual needs. If the disadvantaged student is trying to function in an institutionalized vocational training program, she/he is truly at a disadvantaged. If she/he is reading two grade levels below the norm established for the course of study for a given program, she/he is at a disadvantage, whether this student's family makes $60,000 per year or is making 70% of the lower limit of the poverty level. Therefore, it is obvious, through this example, that although "disadvantaged" may be easily defined for administrative purposes, in the programmatic sense it is often difficult to define.

The delivery of specialized supporting services is also very difficult to achieve because the need for certain services is hard to recognize. The student who cannot attend vocational school because of a lack of transportation, and another student who is malnourished, both need assistance. So, too, does the teacher who needs new teaching materials. Though drastically different, each could contribute to the development of students. Although others may share these needs, they are very specific to that individual and must be addressed through specialized supporting services.

The CETA eligible client who is involved in vocational training has a multi-faceted support mechanism to deliver services to him or her. It is important to have some understanding of the process that a CETA client must go through and the interaction of agencies that affects this process in providing supporting services.

The Delivery of Supporting Services. Figure 2 describes the process that a CETA client normally must matriculate throughout both the CETA and vocational training programs.

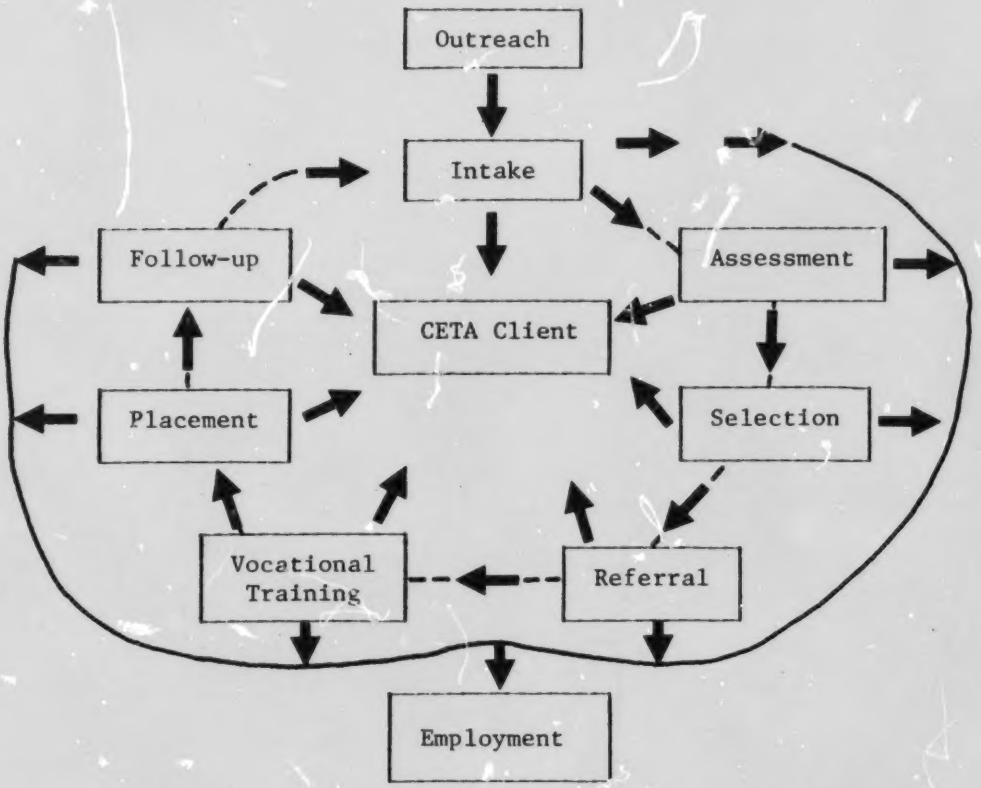


Figure 2. The Processing of CETA Clients in Vocational Training

This model basically describes outreach as a service provided through media or other communications to inform the public of the CETA program. The CETA

client will then go through an intake process by visiting the local BMS or CETA offices in his/her locality. She/he will then be assessed for eligibility and ability, interests and needs by the CETA staff or the local BMS staff or, in some cases, vocational education personnel. Based on this analysis, the client will select (with guidance) that training program which is most appropriate for him or her. The client will then be referred to an ongoing vocational program on an individual basis or referred to a vocational training program specifically designed to meet the needs of a group of similarly assessed clients in a class-size arrangement. The client will then be initiated into the training program. Those that are positively terminated from the program are afforded placement and follow-up services. The follow-up activity may result in employment or reveal a need for further development. If the later is true, the client may be recycled if she/he is still eligible. The outer loop describes options for employment of the client at the designated positions. This loop, basically, describes the philosophy and policy of CETA and Vocational Education. Since the standard for success of CETA is employment, the emphasis is on cost effectiveness. Thus, positive termination is judged to occur at any point that employment may occur. Also, since Kentucky has adopted an open entry/open exit policy in vocational education, the student has the option to terminate at any point and seek employment and be certified with the competencies acquired.

The majority of those services provided to the client during outreach, intake, assessment, selection, and referral are the direct responsibility of CETA and/or BMS according to agreements between the two agencies. Since some CETA clients are assessed early as potential vocational students, often vocational personnel are also involved in these phases of the process. Services provided during the vocational training phase are mainly the

responsibility of vocational education. However, CETA continues to provide individual support to their designated clients throughout the cycle and will sometimes monitor vocational training programs. Placement and follow-up is normally a coordinated effort among CETA, BMS and Vocational Education. Vocational education has an established placement and follow-up system and BMS has a well established state employment service. This sometimes creates artificial barriers for CETA clients in vocational training. Therefore, efforts should be made to more closely coordinate their activities.

Specialized Supporting Services. In Kentucky, the Bureau of Vocational Education has established a Program Supporting Services Division (PSSD) along the lines established in the Educational Amendments of 1976. This division is composed of six units:

1. Competency Based Education Unit
2. Guidance Services Unit
3. Occupational Information Unit
4. Professional Personnel Development Unit
5. Research Coordinating Unit
6. Curriculum Development Center Satellite

All of these units provide support for the instructional program. There are also individual implications for the Guidance Services Unit. The products of their efforts are reflected in the regional and local vocational programs.

The activities associated with each unit in the PSSD are reflective of their titles. Kentucky has adopted a policy of providing competency based instruction on an open entry/open exit basis. The Competency Based Education Unit assists in the delivery of competency based instruction. The Curriculum Development Center Satellite is charged with the responsibility of developing individualized instruction modules and related media to

support the efforts of the Competency Based Education Unit. The Occupational Information Unit gathers and disseminates demographic and labor-related data for use in program offerings. The Guidance Services Unit directs and assists counselors through the regional vocational offices. The Professional Personnel Development Unit directs preservice, inservice, continuing education, and leadership development activities for teachers and administrators. The Research Coordinating Unit directs investigation activities and exemplary programs throughout the state.

Coordination within the PSSD is vital. Research activities may guide the developmental activities of the Guidance Services Unit, or teachers may require inservice related to the use of the CBVE system, for example. Obviously, no unit can function independently, but must put forth a concerted effort to react to perceived needs in the local operating programs.

The Need for Specialized Supporting Services. In the study which resulted in this report, an analysis was made to identify supporting services that may be needed to support vocational training for disadvantaged populations (i.e., CETA clients). This analysis included a review of pertinent legislation, the Kentucky state plans for vocational education, literature relevant to providing vocational education to disadvantaged populations, and visits to prime sponsors and the Program Supporting Services Division. This investigation resulted in a questionnaire that was administered to 156 vocational teachers who instruct CETA clients in a class-size arrangement or as individual referrals. In part, these teachers were asked to identify services that they had received, those services where they desired to receive more assistance, and those services that they would not use. The total report of this portion of the questionnaire appears in Appendix D.

Considering the fact that one group that answered this questionnaire--that is those from one locality--constituted sixteen percent of the responses, and a vast majority of them responded that they did receive assistance in nearly all services provided, this section of the report will deal with those responses where sixteen percent or more of the people in the category said they "would use the service if available." Furthermore, the median percentage in this category is sixteen percent; therefore, those responses greater than sixteen percent indicate the supporting service that teachers said they most urgently needed. It is believed that this designation may reveal categories of need that have not been met on a systematic basis across the state. In essence, these categories will reveal a prescription for providing services to teachers to support the instructional program. This should not be construed to mean that other services are not needed or that some teachers desire further assistance in other categories. However, the need for assistance in these categories may be due to inadequate understanding of what services are available, or lack of individual initiative. Therefore, individuals charged with the responsibility of providing these services should be interested in their situation and seek to link the available services to the teachers who need them.

The questionnaire referred to in the previous paragraph was divided into six categories:

1. Administration and leadership
2. Curriculum and instruction
3. Research and development
4. Vocational guidance services
5. Teacher education and supervision
6. Program planning, evaluation and accountability reporting

These dividions should serve as a guide for identifying administrative units that are responsible for assisting teachers in the designated areas. However, many statements may relate to more than one unit and should be considered as areas where possible coordinated efforts are needed among existing units.

In administration and leadership, the teachers reported a need for assistance in acquiring leadership training in teaching disadvantaged students. It would appear that a coordinated effort between the regional vocational administration and the personnel development unit of the Bureau of Vocational Education could best supply training to meet this need. Furthermore, the teachers reported a need for assistance in securing and analyzing student data from permanent records and other sources. The regional administration, due to its close contact with local education agencies, should strive, through its vocational counselors, to supply these records. This effort should be coordinated with local prime sponsors and BMS personnel.

In the curriculum and instruction division, teachers reported a great need for assistance. This would be expected since their jobs are highly correlated with the instructional process. The findings of the survey can be summarized as revealing a need for assistance in identifying, developing and utilizing materials geared to the disadvantaged and handicapped. They also reported a need to identify other people that could be used as resource personnel to provide assistance in the area of special needs instruction for the disadvantaged. Although most concerns appear to be of a curriculum development nature, coordination with vocational guidance services and community organizations should take place to assure the development of a valid curriculum based on the interests, needs and abilities of the disadvantaged students.

In research and development, the teachers reported a need for assistance in creating an occupational information service for students. They also reported a need for assistance in acquiring and disseminating information about locally available occupational training opportunities. Efforts to overcome this deficiency should center around a coordinated move by vocational education and BMS. BMS has the vital statistics related to occupational information and vocational education should be of service in delivering this information to their clients. The Kentucky Occupational Information Coordinating Council (KOICC) should be of great assistance in this endeavor. The information gathered by this network could be of importance when linked to the findings of research that compares job satisfaction with personal and training variables to assist CETA clients.

The teachers report a need for improved relationships between vocational guidance services and the CETA client. They report a need for assistance in identifying community supporting services, clarifying CETA trainees' values related to positive attitudes toward work and coordinating vocational guidance services with guidance acquired from prime sponsors and BMS counselors. Obviously, these will require close cooperation among the Guidance Services Unit in the Bureau, regional guidance personnel, and CETA and BMS counselors.

In teacher education and supervision, the teachers asked for increased preservice and inservice training relative to teaching CETA classes for disadvantaged students. They further reported a desire to observe other training programs conducted for CETA students. The first request may be thought of as a need and the second one as a prescription to meet that need. However, preservice and inservice training activities should be based on local and regional administration. Prime sponsors, teacher educators and

the personnel development unit of the Bureau of Vocational Education should be able to respond to specific needs identified by this analysis.

The final division in the questionnaire was program planning, evaluation and accountability reporting. In this section, the teachers reported a need for assistance in involving employees, teachers, parents, students and specialists in teaching the disadvantaged, in planning programs, and serving on advisory committees. This will require the coordinated effort of local and regional administration, prime sponsors, and the community.

For a more concise interpretation of the results from this portion of the questionnaire, the reader is referred to Appendix D. It is obvious that this survey does not include all items which would be of interest to teachers in delivering instructional services to CETA clients. However, it may serve as a guide for anyone wishing to evaluate, plan, or implement a CETA training program. As such, it should be considered a checklist for those involved in evaluating their program.

The information in Appendix D should be significant to persons involved in CETA training programs. The results given in Appendix D indicate the kinds of services that the service delivery agencies have made available to CETA teachers. They also represent the categories that were developed for the questionnaire. This information is not presented as an evaluation nor is it presented to reflect the popularity of certain supporting services. It is presented as a reference for administrators, teachers and other involved in delivering CETA training program services. As such, it identifies agencies that have previously provided assistance to teachers and should be considered as possible resources for further assistance.

The CETA definition of "supporting services" is not inconsistent with certain supporting services that may be provided by vocational education, such as stipends, transportation, work study and day care. However, as was

previously stated, vocational education is intended for persons of all ages in all communities of the state. Specialized supporting services in vocational education, therefore, must be of a broad nature. They must be flexible enough to allow programming for any student regardless of entry level. The objective is the development of each individual to a functioning job entry level.

The Role of Observation and Communications in the Delivery of Specialized Supporting Services. Throughout this section it has been alluded to that a system exists to provide specialized supporting services in vocational education. This system is a composite network of people interacting to identify and deliver supporting services for the instructional program. The program itself can be thought of as a service provided to students. Therefore, a close linkage between the analysis of student needs and labor market requirements is vital to the effectiveness of the program. The expressions of the students, the perceptions of the teachers, the council and advice of the advisory groups, the interpretations of the administrators, and the action of the board of control must be continuous if desirable program changes can be expected and appropriate improvements are likely to occur. The key elements that contribute to effective operation within the system are observation and communications.

Prime sponsors may conceive of vocational education as being a service that may be provided to CETA clients. However, vocational education should also recognize the supporting services that are provided to CETA/vocational students by the prime sponsors. It is obvious that teachers perceive of many of the supporting services that they receive as being available to them from both CETA and vocational education. It is important that the teacher clearly understands the source of the supporting services that are available to them because the intention of coordination between CETA and vocational

education is to maximize the use of available resources and minimize possible duplications. This can be done by avoiding any possible misconceptions through inservice training. It is evident that the opportunity and expertise exists in both agencies for teachers to secure many of the same supporting services. This calls for close coordination and cooperation between individuals in both agencies who are responsible for delivering the services. Such coordination should be extremely beneficial to the students (clients) and contribute to the effectiveness of both programs. Again, the keys to effective coordination are observation (awareness of each other's activities) and communications.

Strategies for Improving the Supporting Services Linkage. The basic strategy for improving cooperation in the delivery of supporting services is improved communications. Such communications should mean the inclusion of persons in both agencies on each other's mailing lists, cooperative inservice trainings, coordination of data collection and research, and possibly staff exchange experiences. The linkage must be rationalized on the basis of student-client need. Coordination for its own sake may be met with skepticism or rejection; however, if the coordination is specifically linked to providing improved services, and improving organizational efficiency, it should be welcomed. Caution should be taken to make sure that the coordination effort does not become too complex due to too much red tape and paper work which would become objectionable to those who would be expected to make it succeed. Specific activities of one agency that do not have a positive correlation with those of the other agency should be avoided. Close coordination between the two agencies will demand increased specificity in correspondence. Administratively, it means that copies of newsletters and personal letters should be delivered to particular people. Since education and training usually generate considerable paperwork, correspondence

should be kept brief and directed to the specific audience that should receive it. There are many other examples of methods that could be used to improve communication; however, they are considered to be beyond the scope of this report. The professional teacher, administrator, and social services person will recognize those methods that work best for them in their situation if they receive appropriate inservice training. The important consideration is to put forth a strong effort to coordinate the delivery of supporting services by CETA and vocational education so as to improve the quality and effectiveness of CETA and vocational education programs.

Summary. All students need supporting services as a part of their vocational training. The nature of the support given to a student must be specialized. It may be individualized to meet the needs of a specific student or generalized to include an entire class of students who are seeking the same goal. Since vocational education is designed to offer job entry level training to persons of all ages, it must be concerned with determining the needs of students and the requirements of business and industry. The reaction to the needs and the intervention mechanism used to remedy them constitutes specialized supporting services.

Vocational education, CETA prime sponsors, and the Bureau for Manpower Services all have the capability of identifying and reacting to certain perceived needs. The degree to which they coordinate their efforts, when appropriate, will greatly determine the effectiveness of the agencies in delivering supporting services to students/clients individually or as groups.

Vocational teachers instructing CETA students and/or classes identified many specialized supporting service areas in which they desire assistance. These included utilizing testing services, identifying students' needs,

acquiring occupational information, receiving inservice training and professional development related to CETA, adjusting and acquiring curricula, and adapting program planning activities for disadvantaged students. Administrators of vocational education should be aware of these needs and provide the linkage both internally and through other agencies (CETA, BMS) to deliver the appropriate supporting services to these teachers.

Coordination of efforts between CETA and vocational education to deliver supporting services will not happen by chance. It must be made to occur. The boards of control must set policy that gives direction and guidance to greater interaction between the agencies. The administrators and staffs of each agency should become aware of the other's activities and capabilities. All personnel must improve their communications to more effectively produce job entry level students or employed clients.

FINDINGS OF THE STUDY

The findings of this study are based on several sources of information. There was an intensive search of the available literature to determine the state of the art regarding studies and other activities pertaining to CETA/ Vocational Education coordination at the national level and in the different states. In addition to that, two questionnaires were administered to representatives of CETA, vocational education, Bureau of Manpower Services and Area Development Districts at the state level and in the five CETA prime sponsor areas in Kentucky.

The purpose of the first questionnaire administered to these people was to identify any concerns, issues, problems or barriers that seemed to interfere with the coordination of CETA and vocational education in Kentucky. There were 190 people who responded to this questionnaire. The purpose of the second questionnaire was to determine the extent to which the specialized vocational education services available in Kentucky were being used to support the instructional programs offered to CETA students across the state. This information was gathered to determine what should be done to improve the delivery system used by vocational education to provide specialized supporting services for students enrolled in vocational education programs. There were 156 instructors, supervisors of instruction and local CETA coordinators who responded to this questionnaire.

Significant findings pertaining to the information gathered by use of the questionnaires are presented in this section. Findings pertaining to the research of the literature which relate to the other objectives of this study are presented in other sections of this report. The complete

responses to the two questionnaires are included in Tables 1 and 2 in Appendices C and D.

The findings secured from the first questionnaire pertaining to issues, concerns, problems and barriers regarding CETA/vocational education coordination have been organized under eight (8) major headings: 1) administration, 2) funding, 3) planning, 4) curriculum, 5) supporting services, 6) facilities, 7) coordination, and 8) implementation. Some basic concerns were expressed under each of these headings. All of the findings are found in Tables 1 and 2 in Appendices C and D. Based on an analysis of the data collected from 190 people, representing CETA, Bureau for Manpower Services, Area Development Districts, and Vocational Education, the following findings were considered to be significant:

A. Administration

1. There was strong agreement that both CETA and vocational education have definite responsibilities in providing manpower training and related supporting services for the economically disadvantaged population (96.3%).
2. Inadequate understanding of the other's program is a major barrier to effective coordination between CETA and vocational education (61.6%).
3. Definition of the disadvantaged is a source of misunderstanding between CETA and vocational education (84.2%).
4. There is agreement between CETA and vocational education that a person who qualifies for training and other benefits under CETA could also qualify for vocational training and supporting services in the vocational education program (78.5%).
5. Communication between CETA and vocational education personnel is inadequate at the state and local levels for effective coordination (60.6%).

6. The policy-making body for CETA and vocational education should formulate a written policy that would indicate their desires and commitment regarding coordination, cooperation and collaboration between the two programs (90.6%).
7. There is a need for CETA and vocational education administrators to develop a memorandum of agreement which will describe what each agency agrees to do to carry out the policies established by their policy-making boards (95.8%).
8. CETA instructors should be treated exactly the same way as regular vocational education teachers regarding inservice training (85.9%).
9. Vocational education and CETA personnel should receive a thorough orientation regarding their job responsibilities because too many of them do not know what they are supposed to be doing (77.9%).
10. Vocational education should make an annual report to the CETA prime sponsors pertaining to information that is needed for official reporting (73.7%).
11. A job preparation program should be provided for CETA trainees to improve their attitude and basic skills so as to prepare them for vocational training (92.6%).
12. Terminology and definitions used on report forms by CETA and vocational education to disseminate information about CETA activities should be standardized (95.8%).
13. The Governor's grant program for CETA needs to be clearly understood by vocational education administrators and CETA prime sponsors (69.0%).

14. Rules and regulations for operating CETA programs should be systematized, standardized, and simplified for the entire state (83.3%).
15. A procedures guide containing clear and concise directions for developing and operating CETA programs should be prepared and made available to program administrators and their staffs (92.6%).
16. Vocational educators should be contacted more extensively for consultation, advice and specialized supporting services by CETA prime sponsors and their staffs (81.1%).
17. The proper relationship between CETA and vocational education in developing and implementing vocational education programs for CETA trainees should be described in the non-financial agreement (65.3%).
18. A concerted effort should be made to inform local citizens about the CETA program and the benefits which they are entitled to receive if they are eligible to participate in the program (90.0%).
19. Local educational agencies that receive favorable evaluations on the outcome of their CETA programs should be allowed to recycle their operations if there is a continuing need (93.1%).
20. Administrators of CETA and vocational education programs should be employed on the basis of their professional qualifications rather than their political affiliations (98.4%).
21. Technical assistance and collaboration between BMS counselors and vocational education personnel should be intensified (89.5%).

22. Waiting lists that detain CETA applicants as much as a year before they can be enrolled in a vocational education program represents a major barrier to meeting the needs of people who should be served (75.9%).
23. New regulations that require CETA to give more attention to the "most in need" indicate that both CETA and vocational education have a responsibility to give special attention to problems associated with the functional education level of students (66.3%).
24. There should be enacted a manpower policy for Kentucky which would give direction to manpower development based on human and economic needs (81.6%).

B. Funding

25. Increased CETA funding to expand the use of vocational education resources so as to serve more CETA clients should be enhanced through more effective coordination between CETA and vocational education (79.5%).
26. Financial estimates on CETA-funded projects need to be refined so as to more accurately reflect the actual cost (75.8%).
27. Other than the Governor's six-percent supplemental funds for vocational education, more CETA funds should be used by CETA prime sponsors to purchase additional occupational skill training and specialized supporting services (64.8%).
28. Unexpended CETA funds should be reallocated early enough to allow for orderly continuation and extension of services (94.7%).
29. Some CETA funds should be held in reserve for special projects so they will be readily available when needed (65.8%).
30. Congress should appropriate funds for CETA programs at least one year in advance (87.4%).

31. The CETA-funding level for a given prime sponsor area should be based on a needs assessment rather than rigid population statistics (82.6%).

32. Stabilization of funding is needed for CETA programs and specialized supporting services (80.6%).

33. Turf protection in the allocation of 202(b) CETA funds is a significant problem that should be resolved through closer coordination between CETA prime sponsors, vocational education, and the Governor's CETA representative (66.9%).

34. The financial accounting system for CETA projects needs to be improved and the paperwork needs to be more exact regarding what has been purchased, where it is located, and how it is labeled to identify the owner (78.9%).

35. Handling invoices pertaining to the flowing of funds needs to be improved so as to make sure that CET recovers any unspent balance at the end of a project (70.6%).

36. There needs to be established a property management information system for CETA-funded programs so as to eliminate any unnecessary purchases (71.7%).

37. Vocational education should prepare a financial statement for CETA regarding all CETA-funded projects which would include an inventory of equipment and supplies purchased with CETA funds (70.0%).

C. Planning

38. Vocational education and CETA legislation provides for the assessment of needs to determine what training programs and supporting services should be provided to match the needs of people with the requirements of the labor market (86.3%).

39. A comprehensive needs assessment should be made cooperatively between vocational education and CETA personnel on an annual basis in each prime sponsor area (86.9%).

40. Vocational education has the expertise to make a needs assessment of the entire state to determine the requirements for vocational training and design programs to provide the essential education and training needed (70.0%).

41. CETA and vocational education programs should be developed through joint planning activities of the two agencies (92.1%).

42. Common objectives for CETA and vocational education regarding the disadvantaged should be developed at the state level (72.1%).

43. Coordinated planning activities for all state agencies that are responsible for providing skill training programs and relevant supporting services for the disadvantaged should be required (90.5%).

44. There needs to be several months scheduled for advanced planning of CETA-funded manpower training classes so that students, teachers, and facilities can be made available (93.3%).

45. Todate, the manpower supply and demand information available to vocational education and CETA for planning purposes has not been adequate to meet the needs of planners at the state, region, and local levels in Kentucky (65.3%).

46. The Kentucky Occupational Information Coordinating Committee (KOICC) is expected to develop and maintain a system for gathering, storing and retrieving information which is needed by CETA and vocational education to develop and implement programs and supporting services for their clients (68.4%).

47. The Bureau of Manpower Services is expected to provide the labor statistics needed for planning, developing and implementing CETA and vocational education programs (70.0%).
48. There should be a close linkage between AD District planners, CETA personnel and vocational education personnel in the process of planning vocational education programs for CETA cleints (88.5%).
49. Plans for skill training in prime sponsor areas should be based upon a job market area in addition to statewide, regional and local needs (87.4%).
50. There is inadequate lead time and insufficient information on the eligible CETA clients to plan an effective program based on their needs (68.0%).
51. The plan of local prime sponsors for CETA clients should be compatible with an overall state plan for CETA programs and supporting services (84.2%).
52. Vocational education personnel and AD District planners should be members of the local prime sponsor's planning council because they have a responsibility to help plan CETA programs (88.5%).
53. Vocational education and CETA should plan for slots in vocational education programs on an annual basis to assure availability and continuity (74.2%).
54. There should be a predetermined time for the submission of all skill training and supporting services proposals for CETA prime sponsors (68.4%).
55. Private Industrial Councils (PIC) should be charged with the responsibility of making an accurate industrial needs assessment (65.8%).

56. Vocational education has four basic objectives that give direction to program planning which are: 1) orientation and exploration as a means of making a meaningful career choice; 2) preparation for the purpose of developing the skills needed for job entry; 3) placement in a job for which the training was directed or in a job related to the training; and 4) continuing education for the purpose of keeping up-to-date with the changing requirements of the job (82.1%).

D. Curriculum

57. CETA is geared to individuals who have different backgrounds, educational attainment, and capabilities which means that they need individualized instruction in a competency-based curriculum reinforced by specialized supporting services (84.2%).

58. Orientation and exploration of career opportunities should be an integral part of the instructional program for CETA trainees (87.5%).

59. The curriculum for CETA trainees should make it possible for the individual to earn a high school diploma or a GED equivalency certificate (85.8%).

60. The curriculum should include the remedial help needed to assure a basic functional education level of competency prior to and during the occupational skill development which is required for unsubsidized employment (94.2%).

61. The vocational education program content, teaching methods, and instructional techniques need to be directly related to the requirements of the jobs which are available in the labor market (94.2%).

62. Vocational education should have the know-how to forecast needs so that curriculum changes can be made when necessary to properly serve the people (91.1%).

63. Information required by counselors in diagnosing the needs of CETA clients should be made available to the people who are responsible for curriculum development so the curriculum can be planned and developed to meet their needs (77.4%).

64. CETA emphasizes short-term specific occupational skill training that leads to immediate job placement (74.1%).

65. Vocational education gives emphasis to longer training periods designed to develop employability skills which include orientation, exploration, and remedial instruction along with specific skill development for job entry (75.8%).

66. Vocational education has the primary responsibility for curriculum development for CETA trainees which is based on job requirements for entry-level positions (81.1%).

67. The basic need in serving CETA clients is for the program planners, counselors, and instructors to gear the instructional program to the functioning educational level of CETA trainees and to make sure that the curriculum is developed on the basis of their interests, ability, and needs (77.4%).

68. The individual referrals process for CETA clients in regular vocational education classes--which are modular structured, competency-based, and open entry/open exit--is a viable arrangement for accommodating the individual needs of CETA clients (83.2%).

69. In serving CETA clients, separate CETA classes and individual referrals into regular vocational education classes are both acceptable options (90.9%).

70. Vocational education has the expertise to develop manpower training programs designed to help individuals acquire the occupational skills needed for gainful employment (91.0%).

71. Vocational education should be willing to set up training programs for less than two years so as to meet CETA requirements (80.9%).

72. The basic characteristics of CETA trainees need to be better understood by program development specialists (89.2%).

73. CETA students need training that is oriented more toward the job environment than the academic environment (70.0%).

E. Specialized Supporting Services

74. CETA personnel do not understand the nature, purpose, or availability of the specialized supporting services that vocational education can provide (48.4%).

75. The challenge facing vocational education and CETA is how to most effectively provide the supporting services needed to aid the students and enhance the instructional program, such as: administration and leadership; teacher education and supervision; curriculum development and instruction; vocational guidance services; research and related activities; and program planning and evaluation (84.8%).

76. All advisory groups that have been established to serve CETA and vocational education should receive adequate inservice training to keep them prepared to carry out their continuing responsibilities (89.5%).

77. Vocational education personnel need some inservice training that will enable them to improve their understanding and appreciation of the CETA program (90.0%).

78. Vocational education needs to be more intensively involved in providing specialized supporting services for CETA clients who need vocational training (74.2%).

79. CETA clients should receive effective guidance and counseling regarding vocational training in terms of their interests, abilities and needs (99.2%).

80. CETA participants need to be more carefully counseled, advised, and screened before they are selected for enrollment in a particular vocational education program (83.7%).

81. In the selection of CETA trainees, their functional education level, interests, and basic educational needs should be determined by the guidance counselor, and this information should be made available to program planners and teachers who will be responsible for curriculum development, class organization and instruction (85.3%).

82. CETA trainees should have access to the same supporting services that are available to the regular vocational education students (91.0%).

83. CETA students have a basic need for an educational type of guidance and counseling during their enrollment in the vocational training programs which should be provided by vocational education (80.9%).

84. Counseling services for CETA students enrolled in vocational education programs should be included in the non-financial agreement between CETA and vocational education (60.0%).

85. The intake, selection, and referral process used to identify CETA trainees for vocational education programs should be clearly understood by all parties concerned including the CETA clients (87.4%).

86. There needs to be a more effective intake, selection, and referral process for identifying CETA trainees, which should involve representatives from the Bureau of Manpower Services, CETA, and vocational education in a cooperative endeavor (78.4%).

87. CETA trainees for vocational education classes should not be selected on the basis of the political process or for political reasons (81.1%).

88. Good placement data on CETA students should be collected and made available to the guidance counselors and instructors for counseling purposes (93.3%).

89. The placement of CETA and regular vocational education students should be coordinated by Bureau for Manpower Services and vocational education counselors (77.6%).

90. CETA personnel and area development district planners need inservice training pertaining to vocational education because they do not understand its purpose, goals, and objectives (78.4%).

91. Vocational education emphasizes the importance of motivating a person to continue his/her education as far as he/she can possibly go according to his/her interests, ability, and needs (89.2%).

92. CETA should be able to use the expertise that vocational education has available during the regular school day (90.1%).

93. Many CETA participants are not mobile when they complete their training, therefore, suitable employment opportunities may not be available to them (66.7%).

F. Facilities

94. CETA programs and specialized supporting services should be administered by agencies that already exist instead of creating new ones (87.4%).

95. Skill training sites should be located on the basis of training needs of the people rather than political influence (99.5%).

96. Any vocational education facility that is not being fully utilized should be available for use by qualified CETA students either on a slot referral or a full-class basis if employment opportunities are available (75.0%).

97. Both CETA and vocational education-funded facilities should be utilized to a maximum extent for vocational training regardless of which agency finances the program (92.1%).

98. The non-availability of training facilities in some areas of the state is preventing some eligible CETA clients from receiving the vocational training that they need to enable them to qualify for unsubsidized employment opportunities (60.9%).

99. Costs of operating CETA classes in vocational education facilities should be fully funded by CETA including costs for such things as materials, supplies and custodial services (70.1%).

G. Coordination

100. Differences in philosophy and turf protection are major problems that exist between CETA and vocational education that should be resolved through effective role definition and coordination (66.3%).

101. An effective mechanism for resolving problems between CETA and vocational education would be to systematize and centralize communications (74.7%).

102. Coordination between CETA and vocational education should maximize the effectiveness of specialized supporting services rendered to CETA trainees and improve the training and employment capabilities of both CETA and vocational education students (92.1%).

103. There needs to be more opportunity to transfer CETA clients from one prime sponsor area to another one so they can enroll in vocational training programs which are available based on their interests, ability and needs (71.7%).

104. Vocational education and CETA prime sponsors should have a coordinated plan for providing adequate vocational guidance services for CETA trainees including initial identification, training, job placement, and follow-up on the job (91.1%).

105. Placement of CETA trainees who have completed their vocational training requires considerable projection, planning, cooperation and coordination between vocational education, the Bureau for Manpower Services, and CETA prime sponsors (78.9%).

106. Top level CETA and vocational education administrators must constantly encourage their lower level staff members to coordinate their respective programs and supporting services if satisfactory results can be expected (82.6%).

107. CETA and vocational education administrators need established procedures and communication channels to assure proper coordination and cooperation at each level of operation (94.2%).

108. Information pertaining to CETA classes that is used for public relations purposes should be strengthened by improving the communication and coordination activities between CETA and vocational education so that each agency would get appropriate recognition for the services provided to CETA clients (89.0%).

109. Cross-representation of CETA and vocational education personnel on the planning and advisory councils of the two agencies is a positive means of increasing understanding and coordination (93.7%).

110. A steering committee made up of representatives from vocational education, Bureau for Manpower Services, AD Districts, CETA, other educational agencies and the business community is needed in each prime sponsor area for the purpose of providing consultative services and recommendations to CETA and vocational education administrators regarding their mutual responsibilities and coordination efforts (82.6%).

111. More extensive orientation of CETA clients who have been selected for vocational training would reduce the dropout rate (80.0%).

112. The vocational school principals should be included in the coordination efforts between CETA and vocational education because they are very knowledgeable about the basic problems that exist (87.5%).

113. Coordination between CETA and vocational education needs to be improved regarding the handling of property which was purchased with CETA funds including inventories and inventory controls (80.8%).

114. Both CETA and vocational education have a vital interest in establishing effective mechanisms for creating closer cooperation with business, industry, labor, education, other manpower programs, and the general public (97.9%).

115. There needs to be continuous emphasis on having the people who are responsible for coordination between CETA and vocational education evaluate and redefine their purpose and goals on a regular basis (91.6%).

116. Improved mutual understanding between CETA and vocational education administrators will enhance cooperation and coordination between the two programs and lead to more effective relationships (95.3%).

117. The vocational education programs, supporting services, and facilities throughout Kentucky could accommodate most of the special needs of CETA clients for vocational training if the two agencies would develop strong linkages and coordinate their plans for action (81.1%).

118. Interagency coordination between CETA and vocational education requires regular meetings and open communication by the personnel involved (93.7%).

H. Implementation

119. Many vocational instructors need special inservice training so they can cope with the unique problems that CETA students bring to their classes (77.5%).

120. Regular vocational education courses that have a competency-based course of study, individualized instruction, and open entry/open exit options are sufficiently geared to the needs of CETA trainees (75.8%).

121. Special arrangements for such things as planning facilities and secretarial and custodial services should be made between the regional vocational education staff, CETA personnel and local school district personnel when initiating CETA programs in area vocational education centers (86.7%).

122. Due to the need for life survival skills by certain CETA students, especially married women with children, more emphasis should be given to accommodating CETA students during the regular daytime sessions (71.7%).

123. The administrative and support personnel in vocational education should assume the same responsibility for CETA programs and

students that they do for regular vocational education programs and students (83.4%).

124. Retraining and upgrading skills training should be charged against the regular training costs for CETA students because it is part of the cost of placing a person in unsubsidized employment (60.9%).

125. The "most in need" economically disadvantaged population are neglected due to the practice of clientele selectivity or "creaming off" the more capable applicants and enrolling them in vocational training programs first because they will be more likely to succeed in the program and enable the program operators to report good results (38.9%).

126. Care should be taken in selecting the delivery system for CETA-funded vocational education programs to make sure that they are free of politics (93.2%).

127. The operators of CETA programs should be given ample time to plan and implement their programs before they are to be evaluated for results (95.3%).

128. Communication skills should be emphasized in all vocational education classes that are planned for CETA trainees (89.0%).

129. Skill training programs planned for rural areas should be based on local needs and the employment opportunities in the adjacent urban areas (89.5%).

130. There should be developed and implemented a systematic inservice training program for the CETA and vocational education personnel that is designed to acquaint them with the purpose, goals, and objectives of the other program (91.6%).

The findings secured from the second questionnaire pertaining to the "utilization of selected supporting services" have been organized under six (6) major headings: 1) administration and leadership; 2) curriculum and instruction; 3) vocational guidance services; 4) teacher education and supervision; 5) program planning, evaluation, and accountability reporting; and 6) research and development. These findings are based on responses to the questionnaire administered to CETA/vocational education teachers, instructional supervisors, and CETA coordinators. All of the findings are found in Table 1 in Appendix D. Based on an analysis of the data collected from 156 persons, the following findings are considered to be significant in determining how the delivery system for specialized supporting services in vocational education should be improved.

1. Vocational education teachers, by a wide majority, receive and use the specialized supporting services afforded to them.
2. Due to the inconsistency in responses to the survey instrument, it is apparent that certain assistance provided through specialized supporting services is not systematic or totally efficient.
3. Vocational teachers need some assistance in acquiring leadership training in the teaching of disadvantaged students (26%).
4. Vocational teachers need more assistance in coordinating training programs with developments in educational technology related to serving the disadvantaged (24%).
5. Vocational teachers need more assistance in planning and organizing programs for the handicapped (37%).
6. Vocational teachers need more assistance in organizing and developing teaching materials geared to the disadvantaged (26%).

7. Vocational teachers need more assistance in organizing group training activities for disadvantaged students (32%).
8. Vocational teachers need more assistance in identifying text materials and references geared to the disadvantaged student (28%).
9. Vocational teachers need more assistance in utilizing others who may be more attuned to special needs in training when appropriate (26%).
10. Vocational teachers need more assistance in identifying useful sources of educational materials geared to the disadvantaged (29%).
11. Vocational teachers need more assistance in utilizing appropriate trainee interest inventories as a basis for designing individualized activities (29%).
12. Vocational teachers need more assistance in reviewing reports on success probabilities of trainees in terms of abilities, training, interests and personal qualities to support decisions related to methods of instruction (28%).
13. Vocational teachers need more assistance in administering a feedback mechanism to insure that the insights of CETA trainees are utilized in program improvement (25%).
14. Vocational teachers need more assistance in creating an occupational information service (25%).
15. Vocational teachers need more assistance in collecting and disseminating information about locally available occupational training opportunities (21%).
16. Vocational teachers need more assistance in identifying individual family and community needs which are important for motivational purposes in the training of each individual (23%).

17. Vocational teachers need more assistance in developing exit interview schedules as a basis for improving instruction in the CETA/vocational education training program (29%).
18. Vocational teachers need more assistance in using the results of studies, comparing job satisfaction with school records, interests, abilities and personal variables (33%).
19. Vocational teachers need more assistance in identifying community supporting services that may assist CETA students (20%).
20. Vocational teachers need more assistance in merging occupational guidance acquired from CETA counseling with vocational education guidance (23%).
21. Vocational teachers need more assistance in acquiring inservice and preservice training related to teaching CETA classes for disadvantaged students (28%).
22. Vocational teachers need more assistance in being able to observe other local training programs (32%).
23. Vocational teachers need more assistance in evaluating existing courses of study for disadvantaged students (33%).
24. Vocational teachers need more assistance in organizing advisory committees that include not only skills-oriented people but also specialists in teaching the disadvantaged (23%).
25. Vocational teachers need more assistance in devising test instruments for disadvantaged students (33%).
26. Vocational teachers need more assistance in administering aptitude tests to determine the capabilities of CETA students (23%).

27. Vocational teachers need more assistance in utilizing appropriate attitude inventories to assist CETA students in adapting to the educational environment (18%).
28. Vocational teachers need more assistance in identifying the need for remedial activities for trainees having unusual difficulty in learning (18%).
29. Vocational teachers need more assistance in clarifying CETA trainees' values related to work and positive attitudes toward work (16%).
30. Vocational teachers need more assistance in designing evaluation schemes based on individual differences (17%).
31. Vocational teachers need more assistance in securing and analyzing student data secured from permanent records and other sources (16%).

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

This study was undertaken as a cooperative project by the State Department for Human Resources, Bureau for Manpower Services, and the State Department of Education, Bureau of Vocational Education. The idea for such a research study was initiated jointly by the State Employment and Training Council and the State Advisory Council for Vocational Education. Because of the widespread interest expressed by the federal government and several influential national organizations in promoting increased coordination between the Comprehensive Employment and Training Program, Vocational Education, and other manpower training programs, it was considered to be an appropriate time to determine what needed to be done to enhance CETA/Vocational Education coordination, cooperation, and collaboration in Kentucky.

Representatives of the Bureau for Manpower Services and the Bureau of Vocational Education have been very supportive of this study and they have provided valuable assistance throughout the project. The study has involved representatives of CETA, staff members from the five prime sponsor areas in Kentucky, personnel from the Bureau of Manpower Services field offices, personnel from the fifteen Area Development Districts, Vocational Education Personnel, and representatives from the advisory councils that serve CETA and Vocational Education in Kentucky--the State Employment and Training Council and The State Advisory Council for Vocational Education.

The purpose of this study was to seek ways to improve mutual understanding, cooperation, coordination and collaboration between the

Comprehensive Employment and Training Program (CETA) and vocational education so they could more effectively meet the needs of the economically disadvantaged, unemployed, and underemployed segment of our population. The study was organized and conducted on the basis of five objectives.

Objective Number One was "to develop a good understanding of the nature of CETA and its basic requirements on the part of the vocational education personnel in Kentucky."

As a means of attaining this objective, two approaches were taken. The first approach was to make an intensive review of the federal legislation pertaining to CETA, vocational education and other manpower programs to identify areas of common interest and provisions for the coordination of resources and services in seeking mutual objectives. An intensive search was also made of the available literature to determine what research and other activities had been undertaken relating to coordination between CETA and vocational education. These findings have been reported in various sections of this report.

From the review of liteature, it is evident that several influential organizations have taken an active interest in the possibilities of coordination between CETA, vocational education, and other manpower programs. Such organizations include the United States Conference of Mayors, National League of Cities, National Advisory Council on Vocational Education, National Governor's Conference, American Vocational Association and the National Center for Vocational Education. All of these organizations have been promoting the coordination of vocational education and CETA on a national basis. It is evident that they received their motivation from the provisions of the federal legislation. This has emphasized the coordination of all manpower programs.

The second approach used to help attain this objective has been to plan and conduct workshops for the people who need to understand the CETA and vocational education programs and determine how they should work together in serving their mutual clients. There were three meetings pertaining to CETA/vocational education coordination.

The first meeting was held for the State Employment and Training Council and the State Advisory Council for Vocational Education. CETA/vocational education coordination was a significant topic on the agenda. There were about sixty people present at this meeting. Most of those attending the meeting were members of the two councils; however, representatives from CETA and vocational education were also present. The second and third meetings were planned specifically for personnel who have responsibilities regarding any CETA/vocational education coordinated activities in the state. They included personnel from vocational education, prime sponsor offices, Area Development Districts, Bureau for Manpower Services state or field offices, and representatives of the State Advisory Councils for CETA and vocational education. The meetings were held in Owensboro and Richmond. There were fifty to sixty people in attendance at each meeting. The agenda for these meetings is in Appendix G of this report.

The program for the workshops included three major presentations. One of them pertained to developments at the national level regarding CETA/vocational education coordination. The other two presentations were entitled, "What Vocational Education Should Know About CETA," and "What CETA Should Know About Vocational Education." The substance of these presentations have been made a part of this report.

Another significant part of each workshop was a presentation of the tentative findings and recommendations growing out of this study and

reactions from those attending the workshop. The workshop participants were divided into small groups and asked to react to the tentative findings and recommendations. The entire group heard a report from each small group and was given an opportunity to react to the reports. The group reactions contributed a great deal to this final report.

Objective Number Two was "to identify the resources that vocational education has available in Kentucky to provide specialized supporting services for conducting CETA-funded manpower training programs.

As a means of attaining this objective, an intensive study was made of the official state plans for the administration of vocational education in Kentucky. This included the state's annual accountability report. After this study was made, personnel in the Bureau of Vocational Education were interviewed for the purpose of gaining additional information and securing their interpretation of the availability of certain supporting services.

Based on the information that was gathered from the state plans, reports, and personal interviews, a questionnaire was developed for the purpose of determining the extent to which specialized vocational education services have been made available to improve the quality of the instructional programs that vocational education has provided for CETA students in Kentucky. The questionnaire was field tested by selected individuals in the Bureau of Vocational Education and selected instructors of CETA students.

After the questionnaire was revised, it was mailed to all vocational education teachers of CETA students in Kentucky, their immediate supervisors and the CETA coordinators in the different vocational education regions of the state. It was answered by teachers who had whole classes of CETA students and those who had individual referrals in their regular vocational education classes. Basically, the questionnaire was designed to seek answers to the

following four statements: (1) you have been receiving the service; (2) you are now receiving the service; (3) you would use the service if it were available; and (4) you would not use the service even if it were available.

If the instructors were receiving specialized supporting services to help them improve their instructional program, they were asked to indicate who provided the service. Was it vocational education? Was it CETA? Was it someone else? They were also asked to indicate the availability of the supporting services that they needed. A basic purpose of the study was to determine whether the delivery system for specialized vocational education services needs to be improved so as to become more effective in serving CETA students.

The findings pertaining to this questionnaire are discussed in the section pertaining to Specialized Supporting Services. The questionnaire and data gathered by use of the questionnaire are included in Appendix D. There were 156 individuals who answered the questionnaire.

Objective Number Three was "to identify and develop specific strategies for providing specialized vocational education services, through the Bureau of Vocational Education, to support CETA-funded manpower training programs."

It was anticipated that strategies for providing specialized vocational education services would emerge largely from the coordinated activities of CETA and vocational education if they become genuinely committed to the intent and purpose of coordination in the use of their resources and services to meet the needs of the economically disadvantaged, unemployed, and underemployed members of our population.

As a means of identifying specific strategies for providing specialized vocational education services, several approaches were taken in the process

of this study. An attempt was made to search out any strategies that had been tried within the state and in other states. This was done through a search of the literature and through personal interviews with individuals and groups. The findings pertaining to this objective have been included in the conclusions and recommendations growing out of this study. They are presented in the following section.

Objective Number Four was "to develop strategies for improving cooperation, coordination and collaboration between the Bureau of Vocational Education, Department for Human Resources, and CETA Prime Sponsors in making specialized vocational education services available to support CETA-funded manpower training programs."

In an endeavor to attain this objective, it was believed that the initial step should be to identify the concerns, issues, problems and barriers that seemed to be prevalent in the thinking of the people who would be expected to bring about the appropriate linkages between CETA and vocational education in Kentucky. It was further believed that the best way to identify these obstacles would be to meet with these people in small groups and get them to engage in an open discussion pertaining to coordination between CETA and vocational education.

Eight different groups were identified for such discussions. These groups included vocational education personnel, CETA personnel, Bureau for Manpower Services personnel, Area Development District personnel, and representatives from the advisory groups that are serving both CETA and vocational education. The groups that agreed to participate in this study were the State Prime Sponsor's Forum, Liaison Committee for the State Employment and Training Council and State Advisory Council for Vocational Education, the five prime sponsor areas in Kentucky, and the Bureau of Vocational Education.

These groups were asked to relate to the five objectives of the CETA/ Vocational Education Coordination Study and respond to seventeen questions that had been derived from the five objectives (See Appendix H). The responses were made in an open discussion which produced considerable dialogue among the participants. The discussion at each of the meetings was taped, transcribed, and reviewed.

In analyzing the transcribed tapes, more than 200 statements were extracted pertaining to issues, concerns, problems and barriers identified by members of these groups and aired in an open discussion. The statements were then screened so as to eliminate any duplications and those that seemed to be irrelevant to this study. There were 175 statements selected for further consideration.

The 175 statements were then organized into a Delphi Technique type questionnaire. This questionnaire was intended to determine the extent of agreement or disagreement that actually exists across the state regarding the statements included in the questionnaire. The respondents had the opportunity to give five possible answers to each statement that was listed. They were: (1) strongly agree, (2) agree, (3) unsure, (4) disagree, and (5) strongly disagree. The questionnaire was field tested in three vocational education regions to determine any problems that people had in responding to it. It was then revised and administered to the same four categories of people that initially raised the issues, concerns, problems and barriers which were selected for the questionnaire.

The questionnaire was taken to all fourteen (14) vocational education regions in Kentucky (See Appendix B)--which overlap the five (5) prime sponsor areas (See Appendix A), the fifteen (15) area development districts (See Appendix C), and twenty-four (24) Bureau for Manpower Services field

offices in the state--the Bureau of Vocational Education, and Bureau for Manpower Services.

It is believed that at least two things have been accomplished in having these four groups of people participate in this study. They have had the opportunity to reflect on the statements that were included in the questionnaire. Through this they gained some insights regarding the feelings of the people across the state pertaining to the feasibility of coordination between CETA and vocational education in using their combined resources to serve the economically disadvantaged, unemployed, and underemployed population. They also had the opportunity to cooperate in this study by providing information that should be helpful in the search for more effective solutions to existing problems.

There were 190 different individuals who answered the questionnaire. Their answers have provided the basis for a considerable part of the conclusions and recommendations growing out of this study.

Objective Number Five was "to develop a plan to overcome any barriers that tend to prevent vocational education from being responsive to the requests of the CETA prime sponsors for specialized vocational education services to support CETA-funded manpower training programs."

It needs to be realized that an effective plan bringing about the coordination of CETA and vocational education in Kentucky must be a continuing process. It must be based on a careful assessment of all aspects of the situation and it must be a cooperative venture between CETA and vocational education planners. It should also have the full support of the administrative leadership in both agencies and their advisory groups at all levels of operation.

It was anticipated that information gathered during this study would provide the basis for an outline of a suggested plan for CETA/vocational education

coordination in Kentucky. Such an outline has been developed on the basis of the findings of this study. It is included in Appendix F.

Conclusions

After meeting with more than 600 people across the state of Kentucky who are employed by CETA prime sponsors, vocational education, Bureau for Manpower Services and Area Development Districts, and those serving on advisory councils for CETA and vocational education, the general feeling was expressed that a very good working relationship now exists between CETA, vocational education and other manpower training programs in Kentucky. However, they expressed the feeling that a closer linkage exists between these agencies at the local level than at the state level. This seems to be due to the fact that at the local level the need for manpower training programs is more evident, that is where the prospective students are to be found, and where the opportunity for delivering instructional programs and supporting services for eligible CETA clients actually takes place.

Yet, the situation in the different prime sponsor areas varies considerably. This seems to be due to several factors including the size of the geographical area to be considered, organizational structure established for the administration and operation of programs, philosophical differences that exist in the various organizations, tendencies to over-zealously guard one's turf, and varying working relations between the different program areas.

The feeling was widely expressed across the state that a closer linkage between the Comprehensive Employment and Training Program (CETA) and vocational education, and more involvement with the personnel employed by the Area Development Districts and the Bureau for Manpower Services, would result in an improvement in the quality of services that are available to CETA participants.

It is generally agreed that the working relations between the Bureau of Vocational Education in the State Department of Education and the Bureau for Manpower Services in the State Department for Human Resources has been very productive for many years. This extends back to the veteran's training program after World War II and continuing with the Manpower Development and Training Program (MDTA), beginning in 1962. This extended relationship should be very beneficial in enabling those agencies to develop an effective team effort in planning and carrying out programs of mutual interest pertaining to CETA and vocational education.

It is believed that the personnel used to provide information pertaining to the objectives of this study represented a good cross section of the people across the state who will be expected to be involved in any coordination efforts between CETA and vocational education. The personnel involved were employees of CETA prime sponsors, Area Development Districts, Department for Human Resources, and Vocational Education. They represented a cross-section of administrators, supervisors, coordinators, guidance counselors, program planners and instructors. Many of these people have had extensive experience working with manpower training programs at various levels of operation.

It is believed that this cross-section of personnel in the various programs has provided the broadest possible range of viewpoints. Many issues, concerns, problems, or barriers that may exist as obstacles to the desirable coordination, cooperation and collaboration between CETA and vocational education in providing manpower training programs and supporting services for CETA-eligible clients have been addressed by these people. They also represent a broad range of experience in considering possible solutions to existing and anticipated problems.

These participants were in agreement that they definitely needed to learn more about each other's program, so they could take full advantage of the resources that each agency has available to help improve the quality of the product to be secured as a result of the vocational training offered, and the supporting services used to improve the effectiveness of the instruction.

Based on an analysis of the findings of this study, and the mandates of the CETA and vocational education legislation, the following conclusions have been reached:

1. CETA and vocational education legislation at the national level has been a strong motivational factor in focusing attention on, and stimulating action regarding, the need for coordination between CETA, vocational education, and other manpower programs. Such legislation can be expected to continue in the foreseeable future.
2. After reviewing the provisions of the federal CETA and vocational education legislation, it is clearly evident that the two programs have a mutual responsibility in meeting the needs of the economically disadvantaged, unemployed and underemployed people in Kentucky.
3. It is evident that CETA and vocational education resources can be combined, to the benefit of both agencies, for the purpose of implementing a broad comprehensive manpower training program for CETA clients as well as the regular vocational education students.
4. Proper coordination between CETA and vocational education can contribute immeasurably to a good working relationship that will tend to minimize any duplication of efforts.

5. The vocational education facilities across the state, with some exceptions, are adequate to meet the needs of CETA clients for vocational training and related supporting services if appropriate coordination, cooperation, and collaboration can be developed between CETA prime sponsors and vocational education.
6. Problems created between CETA and vocational education in their efforts to coordinate their activities, in such areas as planning, developing, and implementing CETA-funded manpower training programs and providing supporting services, have been largely due to inadequate understanding of the other's program, philosophical differences, turf protection, insufficient communication, and inadequate linkage through their advisory groups.
7. The potential structure for effective coordination between CETA and vocational education is now in place both at the state and local levels which could very easily become fully operative with the appropriate commitments, careful planning, and positive coordination by the two agencies.
8. There seems to be a receptive attitude on the part of both CETA and vocational education personnel toward the development of more effective working relations between the two agencies in planning, developing, and implementing vocational education programs and supporting services for CETA clients.
9. There does not seem to be any significant differences in the administrative problems encountered in implementing CETA programs in vocational education facilities than those encountered while implementing other federally-funded manpower training programs such as Veterans training, MDTA, ARC, and vocational rehabilitation services.

10. More direction and guidance are needed at the state level in the form of established policies pertaining to manpower development within the state and the implementation of a coordinated program between CETA and vocational education.
11. Additional vocational guidance services are needed by CETA students during the period that they are actually enrolled in the vocational program and receiving instruction.
12. A more comprehensive manpower training program for the economically disadvantaged, unemployed and underemployed population can be provided through the use of the vocational education resources that are available in Kentucky if greater cooperation, coordination, and collaboration can be accomplished between CETA and vocational education.
13. More effective coordination between CETA and vocational education, in combining the use of their resources, should reduce administrative costs, eliminate unnecessary duplication of training efforts, and maximize the utilization of available facilities.
14. Delayed contractual approval, and the uncertainty of continued program funding from one year to the next, creates difficulties in securing and retaining well qualified instructors, having adequate lead time for planning, implementing training programs, and securing the necessary equipment and supplies.
15. Increased dialogue between CETA and vocational education, and the willingness to be flexible, are essential elements for effective coordination.
16. Participation on each others planning and advisory councils by competent representatives is an important forum for much needed

exchanges of ideas, options, and suggestions that should be helpful in implementing both programs.

17. The six (6) percent grants under section 204 of the Comprehensive Employment and Training Act Amendments of 1978 for supplemental vocational education assistance needs to be clearly defined in terms of the allowable uses that can be made of the funds. More amenable working relations can be developed between CETA prime sponsors, vocational education, and the Governor's representative and a more desirable non-financial agreement can be reached as a result.

18. The vocational education system, with its extensive resources, should become more responsive to the needs of CETA clients by actively seeking more CETA funding in areas other than the six (6) percent supplemental vocational education assistance grant.

19. Vocational education should attract more CETA clients and more CETA funding by making its programs and services more relevant to the needs of CETA clients and the labor market.

20. Continuing attention needs to be given to the process of identifying the factors that tend to prevent the establishment of meaningful working relations between CETA and vocational education so that their extensive resources can be used in the most effective manner to serve the economically disadvantaged, unemployed, and underemployed population.

21. Many people in vocational education are in need of intensive and continuing inservice training designed to make them more familiar with the CETA legislation, rules and regulations, and funds that relate to manpower training and supporting services which could involve vocational education if the two agencies would coordinate their programs.

22. The expertise, excellent facilities, modern equipment, competent instructors, assessment capabilities, wide range of vocational programs, guidance counseling, and the entire range of student services that vocational education has to offer should be made readily available to CETA clients through coordination between CETA and vocational education.
23. The certification of teachers for CETA classes and the time needed for them to meet the requirements for renewing their certificates is a problem that should be solved through closer cooperation and coordination between CETA and vocational education.
24. The needs of the local target groups--economically disadvantaged, unemployed, and underemployed--should always be the primary consideration in planning for manpower training programs and supporting services rather than political action motivated by turf protection.
25. There exists a great deal of inadequate understanding among prime sponsors about the vocational education system and among vocational educators about the CETA program which could be easily corrected through adequate inservice training and effective communication.
26. CETA funds are not being used to any appreciable extent to increase the use of vocational education resources and supporting services for the vocational training of CETA clients.
27. A more effective organizational structure and administrative procedure for the coordination of CETA and vocational education programs and supporting services in meeting the needs of the economically disadvantaged, unemployed, and underemployed population in Kentucky needs to be established and maintained at all levels of operation.

28. It is evident that eligible CETA clients could also qualify for vocational training, related supporting services, and other assistance that is available through the vocational education programs.

29. The manpower demand and supply information available to CETA and vocational education for planning purposes has not been adequate to meet the needs of planners at the state, regional and local levels.

30. CETA and vocational education should coordinate their efforts in making assessments of needs as a basis for program planning because the federal legislation for both programs makes provisions for them to conduct such assessments so as to match the needs of the people with the requirements of the labor market.

31. CETA-funded manpower training programs need more time for advanced planning so that students, teachers, and facilities can be made available at the appropriate time.

32. The curriculum for CETA participants needs more attention across the state because there seems to be a variety of opinions as to what is most appropriate for CETA participants.

33. Many CETA personnel are not familiar with the various supporting services that vocational education has available, therefore, they do not understand their purpose or objectives which could be corrected through appropriate inservice training.

34. A significant challenge facing CETA and vocational education is how they can most effectively provide the specialized supporting services that are needed by CETA students so they can secure the maximum benefit from their vocational training.

35. All groups involved in the coordination effort between CETA and vocational education including vocational education personnel, CETA personnel, AD District planners, BMS counselors, and their advisory groups, need inservice training that will help them understand their responsibilities and perform their particular assignments.

36. There needs to be a more effective intake, selection, and referral process for identifying CETA trainees, which should involve representatives from the Bureau for Manpower Services, CETA and vocational education in a cooperative endeavor.

37. The operators of CETA programs have the feeling that they are not given ample time to plan and implement their programs before they are evaluated for results.

38. Communication skills are not adequately emphasized in the vocational education classes that are planned for CETA participants.

39. There is inadequate inservice training provided for the CETA and vocational education personnel to acquaint them with the purpose, goals and objectives of the other's program.

40. The policymaking bodies for CETA and vocational education have not expressed themselves as to how they feel about coordination between the two agencies and what they expect to happen. They have not established any written policy statements pertaining to this issue.

41. Terminology and definitions used by CETA and vocational education for reporting purposes seem to be causing misunderstandings and confusion which should be improved for the benefit of everyone involved.

42. Waiting lists for vocational education classes are evidently major barriers in meeting the needs of certain applicants which needs to be removed if at all possible.

43. The financial accounting system and property management for CETA projects and the paperwork required needs to be improved to satisfy the requirement of both CETA and vocational education pertaining to state and federal reporting requirements.

These following conclusions are based on responses to the questionnaire administered to CETA/vocational education teachers and a review of the literature related to teaching disadvantaged students.

1. Specialized supporting services are necessary to insure the quality of vocational education instruction regardless of the socio-economic level of students receiving the instruction.
2. The delivery of specialized supporting services should be flexible enough to accommodate the individual needs of all students.
3. Vocational education teachers desire greater involvement in understanding the needs, interests and abilities of their students and the relationship of personal variables to job satisfaction and success.
4. Vocational education teachers need inservice related to developing leadership and training in the teaching of disadvantaged students.
5. Specialists in teaching disadvantaged students should be involved in program planning and serving on local advisory committees.
6. Curriculum should be identified, designed and acquired that would be geared to the needs of disadvantaged students.

7. Follow-up on terminated CETA students should be made to insure that their insights are used in program planning and instruction.
8. There needs to be increased effort in the identification of community support agencies, local training programs and occupational information.
9. A system of in-house, on-going assessment is needed to identify and remediate problems that students may have related to learning difficulty and adjusting to the educational environment.
10. A system for designing evaluation schemes and test instruments based on individual differences is needed.
11. Greater emphasis should be placed on determining the needs, interests and abilities of students through use of pre-training aptitude, interest and attitude inventories.

Recommendations

In view of the findings of this study, and the conclusions that have been reached, the following recommendations are made for strengthening CETA/vocational education coordination in meeting the needs of the economically disadvantaged, unemployed, and underemployed people in Kentucky:

1. The Governor and the State Legislature should be asked to take the necessary steps to enact a formal manpower policy for Kentucky that would give positive direction for coordinated action in the implementation of manpower development programs based on the human and economic needs of the state.
2. The policy-making bodies for CETA and vocational education should be asked to enact a written policy statement that would firmly establish their commitment to coordination, cooperation, and collaboration between the two agencies in the use of their

resources to carry out CETA-funded manpower training programs and supporting services according to federal guidelines and the states goals and objectives.

3. The administrative units for CETA and vocational education that are expected to coordinate their resources in planning and implementing CETA programs should be required to formulate memorandums of agreement that would describe in detail what each agency has agreed to do to carry out the policies of their respective boards of control regarding the implementation of vocational education programs and the use of supporting services to help CETA participants.
4. A procedures guide that would contain clear and concise directions for planning, developing, and implementing CETA-funded vocational education programs and related supporting services for CETA trainees should be developed cooperatively by CETA and vocational education.
5. There needs to be developed an operational handbook on CETA/vocational education coordination procedures which should be helpful in the implementation of vocational education programs and supporting services for CETA participants.
6. Appropriate literature should be developed and distributed as a coordinated effort between CETA and vocational education for the purpose of improving communications between the two agencies and providing a means of keeping the personnel involved up-to-date on the latest developments pertaining to the two programs.
7. Regularly scheduled inservice training workshops should be prepared and conducted as a joint venture for CETA and vocational education personnel so they can acquire a better under-

standing and appreciation of the other's program and how the two programs should relate to each other.

8. The Director of the Division of Interagency Relations in the Bureau of Vocational Education and his staffs should have as one of their responsibilities the task of keeping the vocational education personnel adequately informed on a regular basis of what they should know about the CETA program and their role in the CETA/vocational education coordination effort. It may be desirable for them to secure help from CETA in carrying out this responsibility.
9. CETA prime sponsors and their staffs should have the responsibility of keeping the personnel in CETA, Bureau for manpower Services, and Area Development Districts adequately informed of what they should know about the vocational education programs and their role in the CETA/vocational education coordination effort. It may be desirable for them to secure assistance from vocational education in carrying out this responsibility.
10. The people selected to serve on advisory groups for CETA and vocational education should be thoroughly briefed on the purpose, goals, and objectives of the two programs regarding manpower training for the disadvantaged, and given the opportunity to receive continuing inservice training.
11. CETA personnel and area development district planners should receive appropriate inservice training regarding vocational education so they can better understand its purpose, goals, and objectives.

12. Vocational education personnel should be more intensively involved in providing specialized supporting services for CETA personnel who need professional development and CETA clients who need vocational training as preparation for unsubsidized employment.
13. CETA prime sponsors should more extensively use vocational education personnel for consultation, advice, and specialized supporting services in the areas of student selection and referral, program planning, student counseling and program evaluation.
14. CETA and vocational education, through a coordinated effort, should develop common objectives for serving the economically disadvantaged, unemployed, and underemployed population in Kentucky.
15. The establishment of vocational training programs and supporting services should be based upon a valid needs assessment.
16. A comprehensive needs assessment should be made cooperatively by vocational education and CETA on an annual basis for each prime sponsor area and for the state as a whole.
17. Both CETA and vocational education should work closely with the Kentucky Occupational Information Coordinating Committee (KOICC) in the development of an occupational information system that would be designed to meet their information needs for planning and accountability reporting.
18. Adequate time for advanced planning of a CETA-funded manpower training program should be provided so that students can be properly counseled, selected, and referred to the appropriate

classes; teachers can be employed and properly certified, and necessary facilities can be secured.

19. A close linkage between the area development district planners, CETA personnel, Bureau for Manpower Services personnel, and vocational education personnel should be developed for planning vocational training programs and supporting services for CETA clients.
20. Care should be taken in selecting the delivery system for CETA-funded vocational education programs and specialized supporting services to make sure that they are not unduly affected by politics.
21. The intake, selection, and referral process used to identify CETA trainees should involve representatives from the Bureau for Manpower Services, CETA, and vocational education in a cooperative endeavor.
22. The placement of CETA and regular vocational education students should be coordinated by the Bureau for Manpower Services, vocational education, and CETA prime sponsors.
23. Vocational education and CETA prime sponsors should develop a coordinated plan for providing appropriate vocational guidance services for CETA trainees.
24. Information required by guidance counselors in diagnosing the needs of CETA clients should be made available to the people who are responsible for curriculum development so the curriculum can be planned to meet the needs of CETA participants.
25. Vocational education classes should be modular structured and competency based with open entry/open exit options so as to meet the individualized needs of CETA students.

26. In serving CETA clients, separate CETA classes and individual referrals in regular vocational education classes are both acceptable options if they are modular structured and competency based.
27. Vocational education, through a contractual arrangement, should be able to provide a definite number of training slots for CETA participants in regular vocational education classes.
28. Communication skills should be emphasized in all vocational education classes that are planned and operated for CETA students.
29. CETA trainees should have access to the same supporting services that are available to regular vocational education students.
30. Cross-representation of CETA and vocational education personnel on the planning and advisory councils of the two agencies should be established and maintained so as to increase understanding, cooperation, and coordination between the two agencies.
31. Administrative and instructional personnel employed to work with CETA-funded manpower training programs should be able to meet the certification requirements established by the State Board for Occupational Education.
32. More effective administrative procedures for the coordination of CETA and vocational education programs and supporting services in meeting the needs of the economically disadvantaged, unemployed, and underemployed people in Kentucky should be established and maintained at all levels of operation.

33. The vocational education system, with its extensive resources in Kentucky, should become more responsive to the needs of CETA clients for specialized supporting services.
34. Regular conference dates and time of the meetings should be established for consultation between program operators and their advisors in the CETA and vocational education programs.
35. Local administrators should be given approved contracts for CETA-funded manpower training programs and supporting services as soon as possible so they will have sufficient time for advanced planning; selection of instructional personnel; inservice training; and trainee selection, screening, and referral.
36. Communication between CETA and vocational education should be established and maintained as a regularly scheduled operation.
37. In meeting certification requirements and securing inservice training, CETA instructors should be treated exactly the same way as regular vocational education teachers.
38. Vocational education and CETA personnel should have a thorough orientation regarding their job responsibilities and be expected to develop a job description which is reviewed and approved by their immediate supervisors.
39. A job preparation program should be provided for CETA trainees to improve their attitude and basic communication skills so as to get them adequately prepared for the vocational training program.
40. Terminology and definitions used on report forms by CETA and vocational education to disseminate information pertaining to CETA students, activities and outcomes should be standardized.

41. Rules and regulations for operating CETA programs and using supporting services should be standardized and simplified for the entire state.
42. Technical assistance and collaboration between BMS counselors and vocational education personnel should be intensified.
43. Vocational education should make an annual report to the CETA prime sponsors which would provide all of the information needed for accountability reporting.
44. The financial accounting and property management system for CETA-funded programs needs to be improved, and vocational education should prepare and submit to CETA prime sponsors a financial statement and property inventory on such projects for official reporting purposes.
45. Coordination between CETA and vocational education should be improved regarding the handling of property which was purchased with CETA funds, including inventories and inventory controls.
46. The planning activities pertaining to the development of vocational training programs and related supporting services for CETA participants should be a coordinated effort between CETA and vocational education.
47. Vocational education should be prepared to respond to CETA prime sponsor's request for proposals for carrying out CETA activities so as to be able to use more CETA funds to provide additional vocational training and specialized supporting services for CETA trainees.
48. CETA students should be provided an educational type of guidance and counseling during the time they are enrolled in a vocational training program.

49. CETA and vocational education administrators should establish definite procedures and communication channels to assure effective coordination at each level of operation.
50. Rules, regulations and negotiating procedures to be followed in determining the uses that should be made of the six (6) percent supplemental vocational education assistance funds (P.L. 95-524, Sec. 204) should be clearly understood by the CETA prime sponsor, vocational education and the Governor's representative before plans are made for the use of these funds and negotiations take place.
51. Congress should appropriate funds for CETA programs at least one year in advance so as to allow for effective planning in the use of these funds.
52. The Governor's grant program for CETA should be clearly understood by CETA prime sponsors and vocational education.
53. Continuing attention should be given to identifying the factors that tend to prevent the establishment of meaningful working relationships between vocational education and CETA so they can be minimized or eliminated.
54. Additional research should be conducted so as to locate effective techniques and procedures for bringing about successful coordination, cooperation, and collaboration efforts between CETA and vocational education administrative personnel in implementing manpower training programs for people with special needs.

These recommendations are based on responses to the questionnaire administered to CETA/vocational education teachers, a review of literature related to teaching disadvantaged students, and interview with regional

vocational education, prime sponsor's staffs, BMS personnel, and personnel in the Program Supporting Services Division in the Bureau of Vocational Education.

1. There should be a concerted, coordinated effort between vocational education and BMS to assess the needs, interests and abilities of clients/students, including the use of appropriate, validated tests and inventories. The information attained through the assessment should be available to teachers, and efforts should be made to explain the possible uses of this information in improving the instructional process.
2. A planned program of preservice and inservice training should be designed and implemented to assist teachers in teaching, adjusting to problems, and identifying the needs for continuing and remedial training of disadvantaged students.
3. Policy should be established to insure the representation of a specialist in teaching disadvantaged students on all advisory committees.
4. Emphasis should be given to current efforts to validate course offerings in the Competency-Based Vocational Education Model. The individualized modules developed in this effort should be more geared to disadvantaged students with alternative activities described according to individual needs, interests and abilities.
5. There should be a concerted, coordinated effort among Vocational Education, CETA, and BMS to identify local occupational information, community support agencies and training programs. The information gathered through this effort should be distributed to teachers, and an explanation of the impact of these findings on instructional activities should be made.

6. Research should be conducted to validate various evaluation and testing schemes used in vocational education training programs. In light of the inconsistency between CBVE programs and evaluation, this is especially critical considering the importance of achievement to disadvantaged students.

7. The Kentucky program improvement follow-up model should include a question to determine if the instructional program was geared to the interests, needs and abilities of students. The results compiled from this survey should be coded to designate responses from former CETA students and should be shared with vocational administrators and teachers to insure that the insights of these students are included in program planning.

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APPENDICES

APPENDIX A

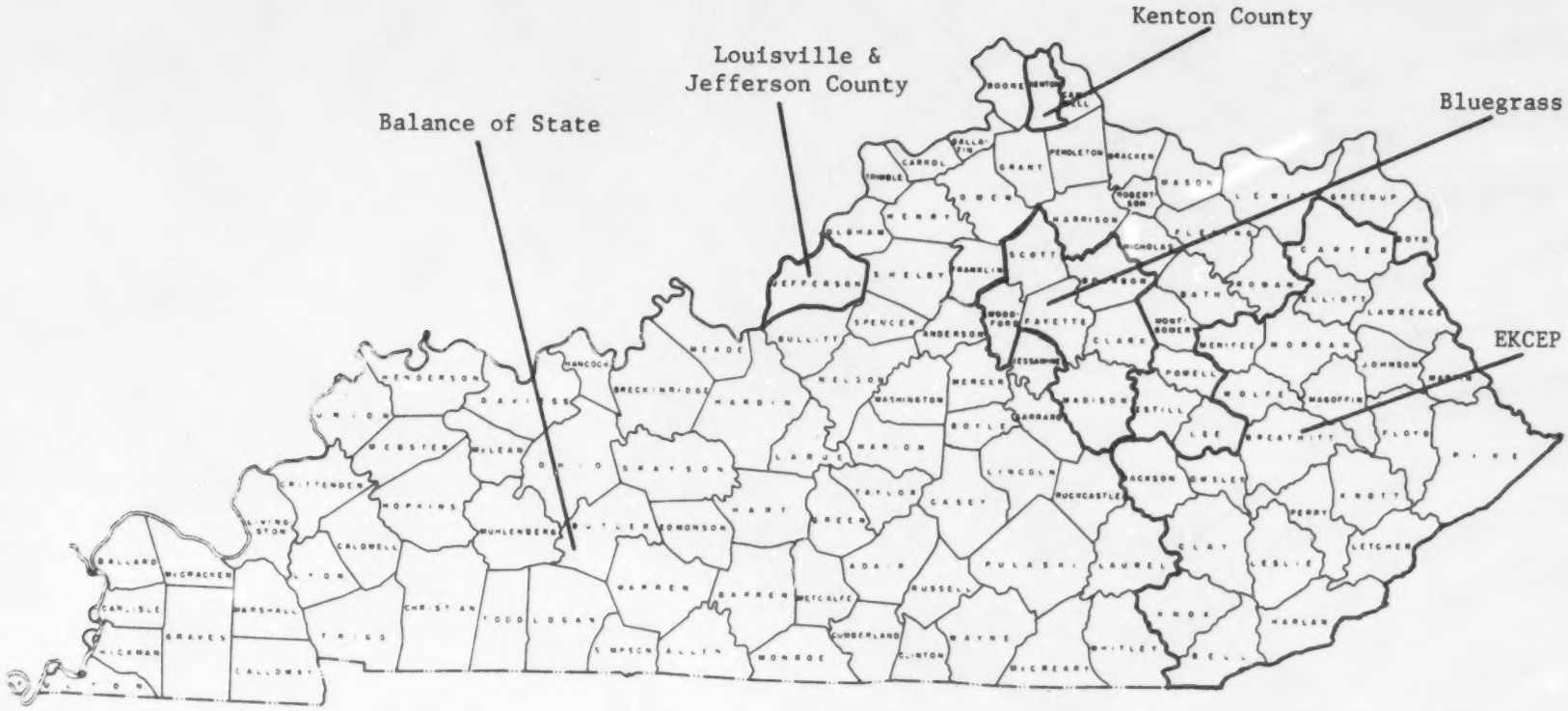

Figure 3. CETA Prime Sponsor Areas.

APPENDIX B

Figure 4. Vocational Education Regions.

APPENDIX C

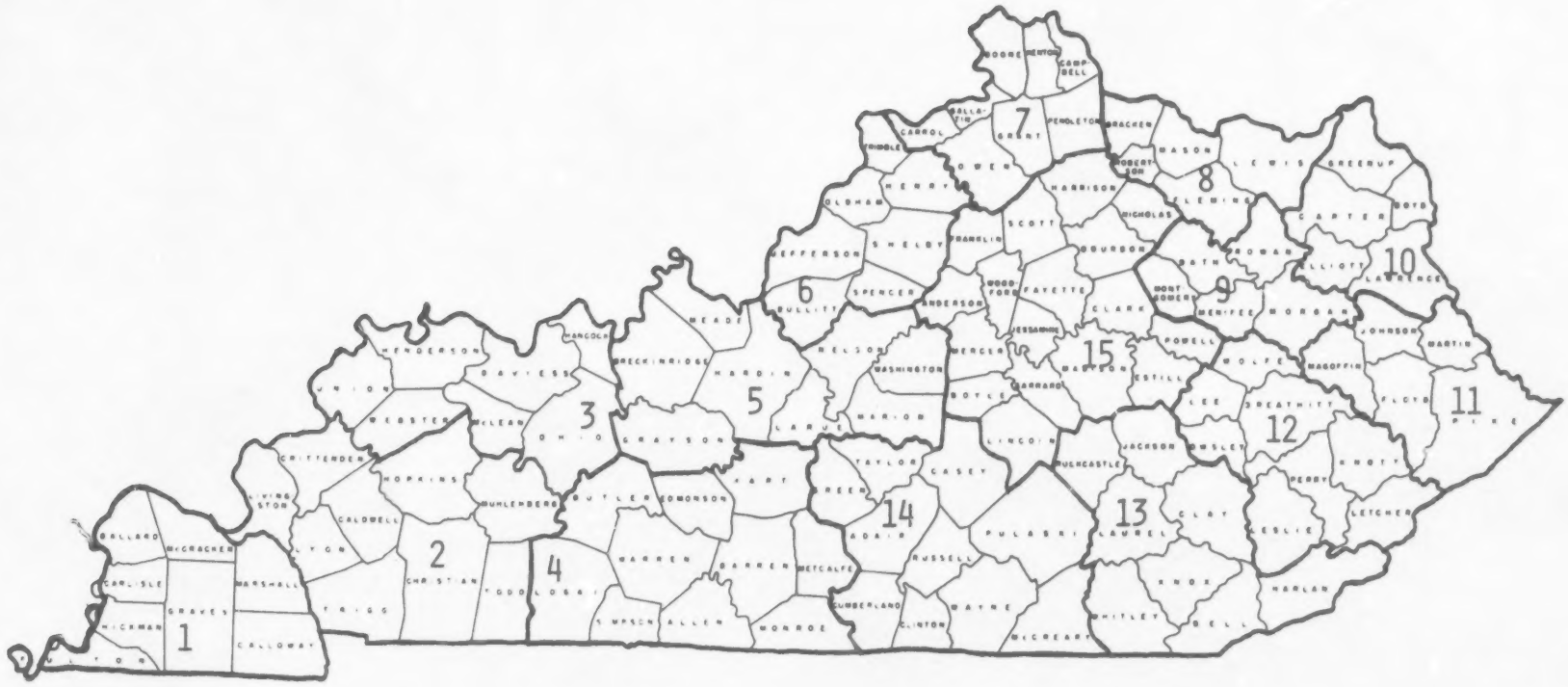

Figure 5. Area Development Districts.

APPENDIX D

Table 1

SUMMARY OF RESPONSES TO OPINIONS EXPRESSED REGARDING BARRIERS TO COORDINATION BETWEEN CETA AND VOCATIONAL EDUCATION IN KENTUCKY

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
	A. Administration							
1.	The task of providing vocational education and manpower training services to the unemployed, underemployed, and economically disadvantaged people in our society is a responsibility of both vocational education and CETA.	44.7	51.6		2.1	1.6	96.1	3.7
2.	Lack of adequate understanding of the other's program, particularly by teachers, is a major barrier to effective coordination between vocational education and CETA.	12.6	49.0	6.3	27.4	4.7	61.6	32.1
3.	Definition of the disadvantaged is a source of misunderstanding between vocational education and CETA:							
	a. Vocational education defines the disadvantaged as persons who are academically or economically handicapped and who require special services and assistance in order for them to succeed in vocational education programs.	20.5	63.7	10.0	5.8		84.2	5.8
	b. CETA defines the disadvantaged solely in economic terms based on a person's level of income.	11.1	45.3	11.0	25.3	7.3	56.4	32.6
4.	A CETA participant who qualifies as economically disadvantaged could also qualify for vocational training, special services, and assistance from vocational education.	10.0	59.5	10.5	10.5	.5	78.5	11.0

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
5.	Communications between vocational education and CETA personnel necessary for proper linkage of the two programs is inadequate at both the state level and the local level.	15.3	45.3	5.8	22.6	11.0	60.6	33.6
6.	The policy-making board for vocational education and CETA at the state level should indicate their commitment to coordination, cooperation and collaboration between the two programs by formulating a written policy which would explain their position.	33.2	57.4	5.1	3.2	1.1	90.6	4.3
7.	A memorandum of agreement should be formulated by vocational education and CETA at the state and local levels which would describe in detail what each party agrees to do to carry out the expressed policies of their respective policy-making boards.	34.7	61.1	1.1	3.1		95.8	3.1
8.	CETA instructors should be treated exactly the same way as regular vocational education teachers regarding down time and inservice training.	34.3	51.6	6.8	4.7	2.6	85.9	7.3
9.	The length of time required to get a teacher certified for a CETA class needs to be shortened or an emergency certification procedure needs to be established.	15.0	40.0	21.6	19.2	4.2	55.0	23.4
10.	Providing time for CETA instructors to work on their certification requirements is a serious problem that needs to be solved.	16.7	37.5	34.1	11.7		54.2	11.7

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
11.	Vocational education and CETA personnel should have a thorough orientation regarding their job responsibilities and be expected to develop an approved job description because too many of them don't know what they are supposed to be doing.	22.1	55.8	8.4	12.6	1.1	77.9	13.7
12.	Vocational education should make an annual report to the CETA prime sponsors which would provide all of the information needed for official reporting.	18.4	55.3	9.4	13.7	3.2	73.7	16.9
13.	A job preparation program should be provided to improve the attitude and basic educational skills of CETA trainees so as to prepare them for the job training environment.	32.6	60.0	3.2	3.2	1.1	92.6	4.3
14.	Terminology and definitions used on report forms by vocational education and CETA to disseminate information pertaining to CETA students, activities and outcomes should be standardized and streamlined when they are both reporting on the same thing.	32.1	63.7	3.2	.5	.5	95.8	1.0
15.	The practice followed by CETA prime sponsors in dropping and adding members on their planning council creates a very unstable situation which should be corrected.	5.8	36.3	36.3	19.5	2.1	42.1	21.6
16.	The Governor's grant program for CETA needs to be clearly understood by vocational education administrators and CETA prime sponsors.	19.5	49.5	21.0	9.5	.5	69.0	10.0

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
17.	The educational assistant to the CETA prime sponsor, which was provided through the Governor's grant, should be given the responsibility to secure from vocational education the specialized supporting services that are needed to improve the CETA programs.	8.3	51.7	27.5	9.5	3.3	60.0	12.5
18.	Rules and regulations for operating CETA programs should be systematized, standardized and simplified for the entire state.	32.7	50.6	5.1	7.4	4.2	83.3	11.6
19.	A procedures guide containing clear and concise directions for developing and operating CETA programs should be prepared and made available to program administrators and their support personnel.	34.2	58.4	3.2	3.7	.5	92.6	4.2
20.	Vocational educators should be contacted more extensively for consultation, advice and specialized supporting services by CETA prime sponsors and their staffs.	25.8	55.3	10.0	8.9		81.1	8.9
21.	The proper relationship between CETA and vocational education in developing and implementing vocational education programs for CETA trainees should be structured in terms expressed in the non-financial agreement.	7.4	57.9	24.7	7.4	2.6	65.3	10.0
22.	A concerted effort should be made to inform local citizens about the CETA programs and the benefits which they are entitled to receive if they are eligible to participate in the program.	27.4	62.6	3.7	5.8	.5	90.0	6.3

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
23.	Local educational agencies that receive favorable evaluations on the outcomes of their CETA programs should be allowed to recycle their operations if there is a continuing need.	34.7	58.4	2.6	3.2	1.1	93.1	4.3
24.	Administrators of vocational education and CETA programs should be employed on the basis of their professional qualifications rather than their political affiliations.	72.6	25.8	1.6			98.4	
25.	Technical assistance and collaboration between BMS counselors and vocational education personnel should be intensified.	29.0	60.5	5.8	4.7		89.5	4.7
26.	Waiting lists that detain CETA trainees a year or longer before they can be enrolled in a vocational education class represent a major barrier to meeting the needs of the people who should be served.	29.2	46.7	5.8	15.8	2.5	75.9	18.3
27.	New regulations that require CETA to give more attention to the "most in need" indicate that both vocational education personnel and prime sponsors have a responsibility to give special attention to problems associated with the functional education level of students.	17.4	48.9	15.8	14.2	3.7	66.3	17.9
28.	There should be enacted a manpower policy for Kentucky which would give direction to manpower development based on human and economic needs.	20.8	60.8	10.0	4.2	4.2	81.6	8.4

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
29.	Vocational education, through a contractual agreement, should provide a definite number of training slots for CETA participants in regular vocational education classes.	10.5	47.9	11.1	20.5	10.0	58.4	30.5
30.	CETA cannot be satisfied with a single-source deliverer of vocational training programs and services because there are a variety of needs and demands that must be met.	11.6	48.9	13.7	17.9	7.9	60.5	25.8
	B. Funding							
31.	The process of negotiating non-financial agreements with state-level agencies for the use of the six-percent supplemental vocational education assistance funds provided by CETA does not afford local prime sponsors adequate flexibility in planning and implementing vocational education programs for CETA clients.	3.2	23.2	53.0	17.4	3.2	26.4	20.6
32.	Increased CETA funding to expand the use of vocational education resources to serve more CETA clients should be enhanced through more effective coordination between CETA and vocational education.	20.0	59.5	9.4	9.5	1.6	79.5	11.1
33.	Financial estimates on CETA-funded projects need to be refined so as to more accurately reflect the actual cost.	24.2	51.6	12.1	11.1	1.1	75.8	12.2

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
34.	In securing federal funds to support programs for the disadvantaged in vocational education, the local educational agency should seek CETA funds to match the vocational education funds.	8.9	37.4	26.3	21.6	5.8	46.3	27.4
35.	Other than the Governor's six percent supplemental funds for vocational education, more CETA funds should be used by CETA prime sponsors to purchase additional occupational skill training and specialized supporting services.	15.3	49.5	23.0	11.1	1.1	64.8	12.2
36.	Unexpended CETA funds should be reallocated early enough to allow for orderly continuation and extension of services.	24.7	70.0	3.7	1.6		94.7	1.6
37.	The State should establish a clearinghouse for the funding of all contracts between CETA and vocational education.	14.2	35.8	27.4	16.3	6.3	50.0	22.6
38.	Some CETA funds should be held in reserve for special projects so they will be readily available when needed.	11.6	54.2	12.6	18.4	3.2	65.8	21.6
39.	Congress should appropriate funds for CETA programs at least one year in advance.	32.6	54.8	8.9	3.7		87.4	3.7
40.	The CETA-funding level for a given prime sponsor area should be based upon a needs assessment rather than rigid population statistics.	25.8	56.8	11.1	4.7	1.6	82.6	6.3

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
41.	Stabilization of funding is needed for CETA programs and specialized supportive services.	17.9	62.7	12.6	6.3	.5	80.6	6.8
42.	Turf protection in the allocation of 202(b) funds is a significant problem that should be resolved through closer coordination, cooperation, and collaboration between the CETA prime sponsors, vocational education and the Governor's CETA representative.	15.8	51.1	27.8	3.2	2.1	66.9	5.3
43.	The refunding mechanism pertaining to terminated CETA students who were enrolled in vocational education classes needs to be improved.	5.8	43.3	41.7	6.7	2.5	49.1	9.2
44.	Any remedial instruction for CETA clients has to be charged against regular training costs because it is part of the expense of placing a person in unsubsidized employment.	9.5	42.6	19.0	22.5	6.3	52.1	28.9
45.	The financial accounting system for CETA projects needs to be improved and the paperwork should be more exact regarding what has been purchased, what it cost, who is the rightful owner, where it is located, and how it is labeled to identify the owner.	20.5	58.4	11.6	8.4	1.1	78.9	9.5
46.	Handling invoices pertaining to the flow of funds needs to be improved so as to make sure that CETA recovers any unspent balance at the end of a project.	16.3	54.3	18.4	10.5	.5	70.6	11.0

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
47.	There needs to be established a property management information system for CETA-funded programs so as to eliminate any unnecessary purchases.	15.8	55.9	14.2	10.8	3.3	71.7	14.1
48.	Vocational education should prepare a financial statement for CETA regarding all CETA-funded projects which would include an inventory of equipment and supplies purchased with CETA funds.	17.5	52.5	11.7	13.3	5.0	70.0	18.3
	C. Funding							
49.	Vocational education and CETA legislation makes provisions for the assessment of needs as a basis for determining what training programs and supporting services should be provided to match the needs of the people with the requirements of the labor market.	24.2	62.1	10.5	3.2		86.3	3.2
50.	There needs to be several months' advance planning of CETA-funded vocational training classes so that students, teachers and facilities can be made available.	38.3	55.0	2.5	4.2		93.3	4.2
51.	Vocational education has the expertise to make a needs assessment of the entire state to determine the requirements for vocational training and design programs to provide the essential education and training needed.	19.0	51.0	10.0	15.8	4.2	70.0	20.0

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
52.	The State Occupational Information Coordinating Council (SOICC) is expected to develop and maintain a system for gathering, storing and retrieving information which is needed by CETA and vocational education to develop and implement programs and supporting services for their clients.	14.2	54.2	25.8	3.7	2.1	68.4	5.8
53.	Todate, the manpower supply and demand information available to vocational education and CETA, required for effective planning, has not been adequate to meet the needs of planners at the state, region, and local levels.	19.0	46.3	14.2	16.8	3.7	65.3	20.5
54.	Coordinated planning activities for all state agencies that are responsible for providing skill training programs and relevant supporting services for the disadvantaged should be required.	16.8	73.7	5.8	3.2	.5	90.5	3.7
55.	Common objectives for CETA and vocational education regarding the disadvantaged should be developed at the state level.	15.8	56.3	5.8	16.8	5.3	72.1	22.1
56.	CETA and vocational education programs should be developed through joint planning activities of the two agencies.	25.3	66.8	1.6	4.2	2.1	92.1	6.3
57.	A comprehensive needs assessment should be made cooperatively between vocational education and CETA personnel on an annual basis in each prime sponsor area.	15.8	71.1	4.2	6.3	2.6	86.9	8.9

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
58.	The Bureau of Manpower Services in the State Department for Human Resources is expected to provide the labor statistics needed for planning, developing, and implementing CETA and vocational education programs.	12.6	57.4	16.8	9.5	3.7	70.0	13.2
59.	There should be a close linkage between AD district planners, CETA personnel, and vocational education personnel in the process of planning vocational education programs for CETA clients.	24.2	64.3	4.7	6.3	.5	88.5	6.8
60.	Plans for skill training in local prime sponsor areas should be based upon a job market area in addition to statewide, regional and local needs.	25.8	61.6	3.2	8.9	.5	87.4	9.4
61.	There is inadequate lead time and insufficient information on the eligible CETA clients to plan an effective program based on their needs.	15.8	52.2	12.6	16.8	2.6	68.0	19.4
62.	The plans of local prime sponsors for CETA clients should be compatible with an overall State Plan for CETA programs and services.	12.1	72.1	5.8	8.9	1.1	84.2	10.0
63.	Vocational education personnel and AD district planners should be members of the local prime sponsor's planning council because they have a responsibility to help plan CETA programs.	25.3	63.2	9.4	1.6	.5	88.5	2.1
64.	Craft committees for vocational education programs represent the most viable source of occupational information that is available for planning vocational education programs.	11.7	36.7	15.0	34.1	2.5	48.4	36.6

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
65.	Vocational education and CETA should plan for slots in vocational programs on an annual basis to assure availability and continuity.	12.5	61.7	8.3	14.2	3.3	74.2	17.5
66.	There should be a predetermined time for the submission of all skill training and supportive services proposals to CETA prime sponsors.	11.6	56.8	17.9	11.1	2.6	68.4	13.7
67.	Private Industrial Councils (PIC) should be charged with the responsibility of making an accurate industrial needs assessment.	14.7	51.1	17.9	12.1	4.2	65.8	16.3
68.	Vocational education has four basic objectives that give direction to program planning which are: 1) orientation and exploration as a means of making a meaningful career choice; 2) preparation for the purpose of developing the skills needed for job entry; 3) placement in a job for which the training was directed or in a job related to the training; and 4) continuing education for the purpose of keeping up-to-date with the changing requirements of the job.	15.8	66.3	9.5	5.8	2.6	82.1	8.4
	D. Curriculum							
69.	CETA is geared to individuals who have different backgrounds, educational attainment, and capabilities which means that they need individualized instruction in a competency-based curriculum reinforced by specialized supporting services.	17.9	66.3	5.3	8.9	1.6	84.2	10.5

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
70.	Orientation and exploration of career opportunities should be an integral part of the instructional program for CETA trainees.	20.0	67.5	3.3	7.5	1.7	87.5	9.2
71.	The curriculum for CETA trainees should make it possible for the individual to earn a high school diploma or a GED equivalency certificate.	28.3	57.5	2.5	11.7		85.8	11.7
72.	The curriculum should include the remedial help needed to assure a basic functional education level of competency prior to and during the occupational skill development which is required for unsubsidized employment.	26.7	67.5	1.6	4.2		94.2	4.2
73.	The vocational education program content, teaching methods, and instructional techniques need to be directly related to the requirements of the jobs which are available in the labor market.	34.2	60.0	1.7	3.3	.8	94.2	4.1
74.	Many vocational education programs are tied to a fixed curriculum that cannot be changed because it is supported by a set budget.	6.7	30.0	17.5	40.0	5.8	36.7	45.8
75.	Vocational education should have the know-how to forecast needs so that curriculum changes can be made when necessary to properly serve the people.	23.7	67.4	3.7	4.7	.5	91.1	5.2
76.	Information required by counselors in diagnosing the needs of CETA clients should be made available to the people who are responsible for curriculum development so the curriculum can be planned and developed to meet their needs.	19.5	57.9	6.8	10.5	5.3	77.4	15.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
77.	Vocational education instructors tend to rate CETA students as low achievers and likely failures when they are enrolled in regular vocational education classes along with the regular students.	14.2	33.2	14.7	27.9	10.0	47.4	37.9
78.	In too many instances the emphasis in vocational education is on providing a job for the teacher rather than providing relevant training for the students.	4.2	15.0	10.8	39.2	30.8	19.2	70.0
79.	The length of regular vocational education programs often makes it impossible for CETA applicants to enter because they are too long.	8.9	25.8	13.2	43.2	8.9	34.7	52.1
80.	There is a basic difference of opinion between vocational education and CETA regarding what constitutes occupational training:							
	a. CETA emphasizes short-term specific occupational skill training that leads to immediate job placement.	10.8	63.3	9.2	14.2	2.5	74.1	16.7
	b. Vocational education gives emphasis to longer training periods designed to develop employability skills which include orientation, exploration, and remedial instruction along with specific skill development for job entry.	13.2	62.6	7.9	13.7	2.6	75.8	16.3
81.	Vocational education has the primary responsibility for curriculum development for CETA trainees which is based on job requirements for entry-level positions.	15.3	65.8	6.7	11.1	1.1	81.1	12.2

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
82.	There is a feeling that regular vocational education students need a different training program from that needed by CETA trainees; therefore, the regular vocational education programs are not planned to meet the needs of CETA trainees.	13.7	36.3	8.4	31.1	10.5	50.0	41.6
83.	Regular vocational education programs have certain minimum entrance requirements that tend to be too inflexible to adjust to the needs of a majority of the CETA clients.	10.0	37.4	12.0	33.2	7.4	47.4	40.6
84.	The basic need in serving CETA clients is for the program planners, counselors, and instructors to gear the instructional program to the functioning educational level of CETA trainees and to make sure that the curriculum is developed on the basis of their interests, ability, and needs.	17.9	59.5	5.7	13.7	3.2	77.4	16.9
85.	The individual referral process for CETA clients in regular vocational education classes--which are modular structured, competency based, and open entry/open exit--is a viable arrangement for accommodating the individual needs of CETA trainees.	23.7	59.5	8.4	4.7	3.7	83.2	8.4
86.	In serving CETA clients, separate CETA classes and individual referrals into regular vocational education classes are both acceptable options.	20.8	70.1	.8	7.5	.8	90.9	8.3

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
87.	The technical level of vocational education classes needs to be lowered to the functioning education level of the students so as to accommodate all of the students enrolled in the classes.	4.2	18.3	7.5	45.8	24.2	22.5	70.0
88.	The Department of Labor takes the position that employment opportunities in some training areas, such as cosmetology, negate the investment needed to train CETA clients in those areas.	8.3	35.9	38.3	13.3	4.2	44.2	17.5
89.	Vocational education has the expertise to develop manpower training programs designed to help individuals acquire the occupational skills needed for gainful employment.	24.7	66.3	3.7	3.7	1.6	91.0	5.3
90.	Vocational education should be willing to set up training programs for less than two years so as to meet CETA requirements.	19.2	61.7	4.1	12.5	2.5	80.9	15.0
91.	The standard 1,000 hours of work experience for the vocational education cooperative program tends to eliminate CETA students from this program.	3.3	18.4	42.5	30.8	5.0	21.7	35.8
92.	The CETA legislation which limits vocational training to a maximum of 104 weeks is basically wrong because many applicants need more training than that to get prepared for unsubsidized employment at the entry level.	9.5	31.1	17.8	33.7	7.9	40.6	41.6

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
93.	CETA has the ability to provide for exploratory instruction for adults when the objective is to raise their functioning level a certain number of grades.	5.0	42.5	35.0	12.5	5.0	47.5	17.5
94.	The basic characteristics of CETA trainees need to be better understood by program development specialists.	17.5	71.7	6.6	4.2		89.2	4.2
95.	CETA clients need more job specific training for placement in unsubsidized employment than do regular vocational education students.	3.7	30.0	13.7	42.6	10.0	33.7	52.6
96.	CETA students need training that is oriented more toward the job environment than the academic environment.	10.8	59.2	2.5	24.2	3.3	70.0	27.5
97.	The class size for vocational education programs needs to be smaller so the teacher can give more individualized attention to such problems as tardiness, temperament, and absenteeism of the CETA students.	9.2	28.3	9.2	48.3	5.0	37.5	53.3
	E. Specialized Supporting Services							
98.	CETA personnel do not understand the nature, purpose, or availability of the specialized supporting services that vocational education can provide.	8.3	40.1	25.8	22.5	3.3	48.4	25.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
99.	The challenge facing vocational education and CETA is how to most effectively provide the supporting services needed to aid the students and enhance the instructional program, such as: administration and leadership; teacher education and supervision; curriculum development and instruction; vocational guidance services, research and related activities; and program planning and evaluation.	19.5	65.3	6.2	7.4	1.6	84.8	9.0
100.	All advisory groups that have been established to serve CETA and vocational education should receive adequate inservice training to keep them prepared for their continuing responsibilities.	21.6	67.9	5.8	4.2	.5	89.5	4.7
101.	Vocational education personnel need some inservice training which will enable them to improve their understanding and appreciation of the CETA program.	22.1	67.9	3.1	5.3	1.6	90.0	6.9
102.	Vocational education needs to be more intensively involved in providing specialized supporting services for CETA clients who need vocational training.	12.6	61.6	8.9	15.8	1.1	74.2	16.9
103.	CETA clients should receive effective guidance and counseling regarding vocational training in terms of their interests, ability and needs.	32.5	66.7		.8		99.2	.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
104.	CETA expects their eligible clients to have made a career choice prior to entering a vocational education program; therefore, they should not need any instruction in career orientation and exploration after they have enrolled in the class.	5.0	22.5	10.8	45.0	16.7	27.5	61.7
105.	CETA participants need to be more carefully counseled, advised, and screened before they are selected for enrollment in a particular vocational education program.	25.3	58.4	7.4	8.9		83.7	8.9
106.	In the selection of CETA trainees, their functional educational level, interests, and basic educational needs should be determined by the guidance counselor, and this information should be made available to program planners and teachers who will be responsible for curriculum development, class organization and instruction.	21.1	64.2	6.2	7.4	1.1	85.3	8.5
107.	The Department of Labor prefers that the CETA prime sponsors do not contract with vocational education for the use of vocational education counselors.	3.3	16.7	53.3	22.5	4.2	20.0	26.7
108.	CETA prime sponsors do not want to contract for vocational guidance services because they contract for such services with the Bureau for Manpower Services.	5.8	27.9	29.5	30.0	6.8	33.7	36.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
109.	The Bureau for Manpower Services is not interested in securing inservice training from vocational education for their counselors because they have their own inservice training program.	5.8	24.2	48.3	17.5	4.2	30.0	21.7
110.	CETA wants the guidance and counseling services which vocational education has available if they can be provided as an integral part of the instructional program, but it does not want to pay extra for these services.	6.7	30.0	40.8	18.3	4.2	36.7	22.5
111.	CETA trainees should have access to the same supporting services which are available to the regular vocational education students.	28.4	62.6	4.2	3.7	1.1	91.0	4.8
112.	CETA students have a basic need for an educational type of guidance and counseling during their enrollment in the vocational training program which should be provided by vocational education.	16.7	64.2	10.8	7.5	.8	80.9	8.3
113.	Counseling services for CETA students enrolled in vocational education programs should be included in the non-financial agreement between CETA and vocational education.	8.3	51.7	26.6	11.7	1.7	60.0	13.4
114.	Bureau for Manpower Services counselors do not communicate well enough, or often enough, with the vocational education instructors or the CETA students so as to meet the needs of the students who are having difficulty during the time they are enrolled in the vocational education class.	10.0	34.2	26.7	23.3	5.8	44.2	29.1

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
115.	The intake, selection, and referral process used to identify CETA trainees for vocational education programs should be clearly understood by all parties concerned including the CETA clients.	28.5	58.9	4.7	7.9		87.4	7.9
116.	There needs to be a more effective intake, selection, and referral process for indentifying CETA trainees, which should involve representatives from the Bureau for Manpower Services, CETA and vocational education in a cooperative endeavor.	26.3	52.1	7.9	11.6	2.1	78.4	13.7
117.	CETA trainees for vocational education classes should not be selected on the basis of the political process or for political reasons.	45.3	35.8	6.3	8.4	4.2	81.1	12.6
118.	All references to entry level requirements established by testing, such as the GATB, grade level, and proficiency tests, should be eliminated when selecting CETA trainees for vocational education programs because the curriculum should be designed to meet the needs of all students who are eligible for the training.	2.5	15.0	7.5	46.7	28.3	17.5	75.0
119.	In selecting CETA clients for enrollment in vocational education programs, the tendency to cream off the more capable applicants should be stopped because the "most in need" are expected to receive impartial consideration.	6.8	50.0	19.5	15.8	7.9	56.8	23.7
120.	Good placement data on CETA students should be collected and made available to the guidance counselors and instructors for counseling purposes	18.3	75.0	4.2	1.7	.8	93.3	2.5

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
121.	The placement of CETA and regular vocational education students should be coordinated by Bureau for Manpower Services and vocational education counselors.	15.0	62.6	10.9	10.8	.8	77.6	11.6
122.	CETA personnel and AD district planners need inservice training on vocational education because they do not know its purpose, goals, and objectives.	17.9	60.5	11.6	8.9	1.1	78.4	10.0
123.	Vocational education emphasizes the importance of motivating a person to continue his/her education as far as he/she can possibly go according to his/her interests, ability and needs.	25.0	64.2	6.6	4.2		89.2	4.2
124.	CETA should be able to use the expertise that vocational problems has available during the regular school day.	20.0	70.1	5.8	3.3	.8	90.1	4.1
125.	CETA students living in rural areas have transportation problems which vocational education should help them solve.	4.2	19.2	17.4	41.7	17.5	23.4	59.2
126.	Many CETA participants are not mobile when they complete their training; therefore, suitable employment opportunities may not be available to them.	8.4	58.3	16.7	15.8	.8	66.7	16.6
127.	There seems to be a tendency to place CETA clients in slots in regular vocational education classes without adequate counseling to determine the students' interests, abilities, and needs.	7.5	31.7	20.0	34.2	6.6	39.2	40.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
	F. Facilities							
128.	Community colleges can provide training opportunities for CETA clients which are of a more technical nature than those provided by the regular vocational education programs.	4.2	15.8	18.4	43.2	18.4	20.0	61.6
129.	CETA programs and specialized supporting services should be administered by agencies that already exist instead of creating new ones.	29.5	57.9	6.3	4.7	1.6	87.4	6.3
130.	Skill training sites should be located on the basis of training needs of the people rather than political influence.	53.2	46.3		.5		99.5	.5
131.	CETA should operate its own vocational training facilities so that it can have flexibility regarding the length and type of programs, program scheduling, and program options.	3.4	7.5	8.3	48.3	32.5	10.9	80.8
132.	Any vocational education facility that is not utilized 100 percent on a 24-hour, seven-day-a-week basis, should be available for use by qualified CETA students both on a slot referral and a full-class basis as needed if employment opportunities are available.	25.0	50.0	10.0	10.8	4.2	75.0	15.0
133.	Both CETA and vocational education-funded facilities should be utilized to a maximum for vocational training regardless of which agency finances the program.	28.4	63.7	3.7	4.2		92.1	4.2

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
134.	Local educational agencies do not want to make their facilities available to programs such as CETA.	2.5	24.2	35.8	30.8	6.7	26.7	37.5
135.	The non-availability of training facilities in some areas is preventing the enrollment of eligible CETA clients in vocational education programs.	11.7	48.3	21.6	14.2	4.2	60.0	18.4
136.	CETA job training programs operated by vocational education should be offered in the Area Vocational Education Centers only if the State Vocational Technical Schools cannot accommodate them.	7.5	18.3	16.7	44.2	13.3	25.8	57.5
137.	Costs of operating CETA classes in vocational education facilities should be fully funded by CETA including costs for such things as materials, supplies, and custodial services.	19.0	51.1	11.5	16.8	1.6	70.1	18.4
138.	Vocational education facilities are often obsolete and/or inoperable for training purposes.	1.7	13.3	12.5	51.7	20.8	15.0	72.5
139.	Vocational education facilities needed to provide exploratory experiences for individuals who should be making vocational choices are not available to CETA clients.	3.4	30.8	25.0	35.0	5.8	34.2	40.8
140.	If short-term job training programs were established and facilities were available to train all people for jobs, there would not be enough jobs available to provide the needed employment.	5.8	35.0	20.0	29.2	10.0	40.8	39.2

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
141.	Vocational education should establish and operate day-care facilities for CETA students.	5.1	23.3	20.0	35.8	15.8	28.4	51.6
	G. Coordination							
142.	Differences in philosophy and turf protection are major problems that exist between CETA and vocational education which should be resolved through effective role definitions and coordination.	8.9	57.4	13.7	18.4	1.6	66.3	20.0
143.	An effective mechanism for resolving problems between CETA and vocational education would be to systematize and centralize communications.	8.9	65.8	13.7	10.0	1.6	74.7	11.6
144.	Coordination between CETA and vocational education should maximize the effectiveness of specialized supporting services rendered to CETA trainees and improve the training and employment capabilities of both vocational education and CETA.	15.8	76.3	4.2	3.7		92.1	3.7
145.	There needs to be more opportunity to transfer CETA clients from one prime sponsor area to another prime sponsor area so they can enroll in vocational education programs which are available based on their interests, abilities and personal needs.	13.4	58.3	16.7	10.8	.8	71.7	11.6
146.	Vocational education and CETA prime sponsors should have a coordinated plan for providing adequate vocational guidance services for CETA trainees including initial identification, training, job placement and follow-up on the job.	20.6	70.5	2.1	6.3	.5	91.1	6.8

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
147.	Placement of CETA participants who have completed their vocational training requires considerable projection, planning, cooperation and coordination between vocational education, the Bureau for Manpower Services, and the Prime Sponsors.	12.1	66.8	10.0	10.0	1.1	78.9	11.1
148.	Top level administrators of CETA and vocational education must constantly encourage their lower level staff members to coordinate their respective programs and supporting services if satisfactory results can be expected.	15.8	66.8	5.8	10.0	1.6	82.6	11.6
149.	CETA and vocational education administrative officers need established procedures and communication channels to assure coordination and cooperation at each level of operation.	16.8	77.4	1.5	3.2	1.1	94.2	4.3
150.	Information pertaining to CETA classes which is used for public relations purposes should be strengthened by improving the communications and coordination between CETA and vocational education so that each agency would get appropriate recognition for services provided to the CETA clients.	16.8	72.2	8.4	2.6		89.0	2.6
151.	Cross-representation of CETA and vocational education personnel on the planning and advisory councils of the two groups is a positive means of increasing understanding and coordination.	17.4	76.3	3.2	2.6	.5	93.7	3.1

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
152.	Vocational education should take the approach, in dealing with CETA, that they will plan, develop and implement the CETA-funded training programs and specialized supporting services as CETA wants them planned and operated.	12.6	41.6	11.1	25.8	8.9	54.2	34.7
153.	A steering committee--made up of representatives from vocational education, the Bureau for Manpower Services, the AD districts, CETA, other education agencies, business, industry and labor--is needed in each prime sponsor area for the purpose of providing consultative services, advice and recommendations to the administrators of CETA and vocational education regarding their mutual responsibilities and coordinated efforts.	12.1	70.5	9.5	4.7	3.2	82.6	7.9
154.	More intensive orientation of CETA clients selected for skill training in vocational education would reduce the dropout rate.	21.6	58.4	9.5	10.5		80.0	10.5
155.	The vocational school principals should be included in the coordination efforts between CETA and vocational education because they are familiar with the basic problems that exist in coordinating the two agencies.	15.0	72.5	7.5	5.0		87.5	5.0
156.	Coordination between CETA and vocational education needs to be improved regarding the handling of property which was purchased with CETA funds, including inventories and inventory controls.	13.3	67.5	11.7	7.5		80.8	7.5

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
157.	Both CETA and vocational education have a vital interest in establishing effective mechanisms for creating closer cooperation with business, industry, labor, education, manpower programs, and the general public.	29.0	68.9		2.1		97.9	2.1
158.	There should be continuous emphasis on having the people responsible for coordination between CETA and vocational education evaluate and re-define their purpose and goals on a regular basis.	15.8	75.8	4.2	3.7	.5	91.6	4.2
159.	Improved mutual understanding between CETA and vocational education administrative personnel will enhance cooperation and coordination between the two programs and lead to more effective relationships.	24.7	70.6	2.1	2.1	.5	95.3	2.6
160.	The vocational education programs, supporting services, and facilities throughout Kentucky could accommodate most of the special needs of CETA clients for skill training if the two agencies would develop strong linkages and coordinate their plan of action.	9.5	71.6	9.4	6.3	3.2	81.1	9.5
161.	Interagency coordination between CETA and vocational education requires regular meetings and open communications by the personnel involved.	18.4	75.3	4.2	2.1		93.7	2.1

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
	H. Implementation							
162.	Many vocational education teachers need special inservice training so they can cope with the unique problems that CETA students bring to their classes.	22.5	55.0	4.2	18.3		77.5	18.3
163.	Regular vocational education courses that have competency based, individualized instruction and open entry/open exit options are sufficiently geared to the needs of CETA trainees.	15.8	60.0	7.4	12.6	4.2	75.8	16.8
164.	Special arrangements for such things as planning, facilities, secretarial and custodial work should be made between the regional vocational education staff, CETA personnel and local school district personnel when initiating CETA programs in area vocational education centers.	14.2	72.5	10.0	2.5	.8	86.7	3.3
165.	Levels of academic preparation, technical materials and program standards in vocational education should be adjusted to accommodate CETA students.	6.7	41.7	10.0	32.4	9.2	48.4	41.6
166.	Due to the need for life survival skills by certain CETA students, especially married women with children (such as transportation needs, day care needs, and health care needs), more emphasis should be given to accommodating CETA students during regular daytime sessions.	12.5	59.2	6.7	18.3	3.3	71.7	21.6

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
167.	The length of the school day for CETA classes, 6 hours per day and 30 hours per week, is unrealistic when attempting to cover the curriculum and considering the fact that the length of a regular work day is 8 hours and a normal work week is 40 hours.	.8	17.5	4.2	60.8	16.7	18.3	77.5
168.	The administrative and support personnel in vocational education should assume the same responsibility for CETA programs and students as they do for regular vocational education programs and students.	21.7	61.7	6.6	5.0	5.0	83.4	10.0
169.	Retraining and upgrading skills training should be charged against the regular training costs for CETA students because it is part of the cost of placing a person in unsubsidized employment.	4.2	56.7	26.6	10.0	2.5	60.9	12.5
170.	The most in need--unemployed, underemployed, and economically disadvantaged population--are neglected due to the practice of clientele selectivity or "creaming off" the more capable applicants and enrolling them first because they will be more likely to succeed in the programs and enable the program operators to show good results.	8.4	30.5	20.5	33.2	7.4	38.9	40.6
171.	Care should be taken in selecting the delivery system for CETA-funded vocational education programs to make sure that they are free of politics.	38.5	54.7	4.2	2.6		93.2	2.6

Item	Statement	Response Distribution (Percentage)						
		1 Strongly Agree	2 Agree	3 Unsure	4 Disagree	5 Strongly Disagree	1+2 Agree	4+5 Disagree
172.	The operators of CETA programs should be given ample time to plan and implement their programs before they are to be evaluated for results.	25.3	70.0	2.6	2.1		95.3	2.1
173.	Communication skills should be emphasized in all vocational education classes that are planned for CETA participants.	29.5	59.5	4.7	6.3		89.0	6.3
174.	Skill training programs planned for rural areas should be based on local needs and the employment opportunities of adjacent urban areas.	22.1	67.4	1.6	8.4	.5	[illegible]	8.9
175.	There should be developed and implemented a systematic inservice training program for the CETA and vocational education personnel which is designed to acquaint them with the purpose, goals and objectives of the other program.	27.4	64.2	2.6	4.2	1.6	91.6	5.8

APPENDIX E

Table 2

UTILIZATION AND DELIVERY OF SELECTED SPECIALIZED SUPPORTING SERVICES

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
A. Administration and Leadership											
1. Orientation to the CETA training program.	2	13	85	124	19	48		15		18	1
2. Orientation to the training facility (teacher).	1	10	89	120	53	23		24			
3. Devising and developing administrative forms for student reporting.	5	6	90	128	21	42	2	33	1		2
4. Identifying maintenance concerns and procedures.	9	12	78	101	48	29	1	23			
5. Relating to other professionals in the facility.	5	12	83	112	54	23	1	21			1
6. Interpreting guidelines for the CETA training programs.	3	12	85	123	19	46	7	23		5	
7. Acquiring leadership training in teaching disadvantaged students.	7	26	67	95	46	18	5[a]	26	3[b]		1[c]
8. Securing and analyzing student data from permanent records and other sources.	1	16	83	118	38	28		30		3	2

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
B. Curriculum and Instruction											
9. Developing CETA students' decision-making skills relative to occupations.	3	11	86	121	49	28		22		1	
10. Coordinating training programs with developments in educational technology in serving the disadvantaged.	6	24	70	99	46	25		27		1[d]	
11. Developing courses of study for CETA classes.	7	8	85	121	57	21		21			
12. Planning programs of individualized instruction based on individual needs, interests and abilities.	2	8	90	127	59	21		20			
13. Planning and organizing programs for the handicapped.	9	37	54	75	53	11	3[e]	33			
14. Identifying the need for remedial activities for trainees having unusual difficulty in learning.	3	18	80	117	56	21		22	1		

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
15. Developing individual behavior objectives for CETA trainees.	6	15	79	116	50	27		22			1
16. Organizing and developing teaching materials geared to the disadvantaged.	6	26	68	98	47	26		28			
17. Organizing group training activities for disadvantaged students.	10	32	58	81	43	26		31			
18. Identifying text materials and references geared to the disadvantaged student.	9	28	63	83	48	24		28			
19. Utilizing others who may be more attuned to special needs in training when appropriate.	1	26	74	107	49	24	4[e]	22		1[f]	
20. Identifying useful sources of educational materials geared to the disadvantaged.	5	29	65	84	54	19		27			
21. Arranging subject matter into instructional units.	3	7	90	133	63	17		19	1[b]		1[c]

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
22. Delegating responsibilities to trainees whenever appropriate to increase their self confidence.	1	4	95	135	63	19		18			
23. Utilizing innovative methods from other successful training programs.	2	15	83	119	60	20	1	19			
24. Designing evaluation schemes based on individual differences.	6	17	8	111	66	23	9[a]	3			
25. Devising test instruments for disadvantaged students.	6	33	61	83	43	25	1	7	1		22
26. Teaching in ways that maximize the transfer of learning because CETA students will not always get directly related placements.	10	12	78	111	52	24		23			
C. Vocational Guidance Services											
27. Integrating training activities, skills and attitudes with general education needs of trainees.	4	9	87	126	59	19		21		1	

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
28. Assisting CETA trainees in developing skills relating to their interests, needs and abilities.	5	9	86	124	52	23		23	1		
29. Utilizing appropriate attitude inventories to assist the CETA student in adapting to the educational environment.	6	18	76	108	47	37		13	1	2	
30. Utilizing appropriate trainee interest inventories as a basis for designing individualized activities.	7	29	65	85	41	27		32			
31. Reviewing reports on success probabilities of trainees in terms of ability, training, interest and personal qualities to support decisions related to methods of instruction.	2	28	69	98	44	40		14		2	
32. Assessing individual needs of trainees.	9	8	92	132	50	19		28	2		

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
33. Identifying community supporting services that may assist CETA students.	6	20	74	104	28	26	3[e]	19		13[f]	12[g]
34. Merging occupational guidance acquired from CETA counseling with vocational education guidance.	8	23	69	100	35	15		50			
35. Clarifying CETA trainees' values related to work and positive attitudes toward work.	2	16	82	115	45	45		10			
36. Developing trainees' decision-making skills relative to occupational choice.	1	14	86	125	52	21		26	1		
37. Administering aptitude tests to determine capabilities of CETA students.	3	23	73	106	32	25	8	10		19	7
38. Identifying individual, family and community needs which are important for motivational purposes in the training of each individual.	1	23	75	103	50	23		25		2	

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
D. Teacher Education and Supervision											
39. Acquiring necessary training for teacher certification.	5	3	93	134	66	7	9[a]	18			
40. Acquiring inservice and pre-service training relative to teaching class-size CETA classes for disadvantaged students.	6	28	66	94	59	9	3[a]	29			1[c]
41. Adjusting to problems caused by individual CETA referrals into regular vocational education classes	17	11	71	100	50	12		38			
42. Observing other local training programs.	7	32	61	86	49	19		30		2	
43. Providing timely and appropriate rewards for students who have achieved established goals.	4	12	84	120	62	17		22			

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
E. Program Planning, Evaluation and Accountability Reporting											
44. Evaluating existing courses of study for disadvantaged students.	3	23	74	99	52	17		8		22[b]	
45. Preparing program budgets for classroom operations.	3	6	91	131	48	21		31			
46. Planning a cooperative working relationship with labor unions and business and industry in order to acquire the resources needed for an effective program.	3	13	85	121	59	18		22			
47. Utilizing the contributions of employees, teachers, parents and students in planning programs for CETA students.	7	15	78	108	49	24	1[e]	26			
48. Organizing advisory committees that include not only skills oriented people but also specialists in teaching the disadvantaged.	5	23	72	98	51	20		29			

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
49. Administering a feedback mechanism to insure that the insights of CETA trainees are utilized in program improvement.	4	25	71	100	37	28		33		2	
50. Developing exit interview schedules as a basis for improving instruction in the CETA/Vocational Education training program.	4	29	67	97	45	19	2	5		28	
F. Research and Development											
51. Creating an occupational information service.	3	25	71	101	42	10	3	13	1	6	26
52. Collecting and disseminating information about local employment opportunities.	3	14	84	120	46	10	5	13	6	19	1
53. Collecting and disseminating information about locally available occupational training opportunities.	3	21	76	109	43	14	2	13		28	1

Statement	Extent Services are Utilized*			Source of Service Received by Teachers							
	Would Not Use %	Would Use if Available %	Now Using or did receive %	N	Voc. Ed %	CETA %	BMS %	Voc. Ed. and CETA %	Voc. Ed. and BMS %	CETA and BMS %	Voc Ed CETA and BMS %
54. Advising trainees of qualifications, certifications or entry requirements in occupations which they may choose.	1	6	93	136	49	15	4	13		20	
55. Assisting trainees in developing skills in locating information about occupations, applying for jobs and interviewing for jobs.	1	6	93	136	57	17	1	23		1	
56. Identifying appropriate community organizations and industries as possible opportunities for the placement of trainees.	1	7	92	132	54	14	2	6		23	
57. Using the results of studies comparing job satisfaction with school records, interests, abilities and personal variables.	5	33	62	88	48	16		34		2	

*Responses based on possible total of 156.

[a]Services provided by universities.
[b]Services provided by universities and vocational education.
[c]Services provided by universities, CETA, and vocational education.
[d]Services provided by universities and CETA.
[e]Services provided by community programs.
[f]Services provided by community programs and CETA.
[g]Services provided by community programs, CETA, and vocational education.

APPENDIX F

OUTLINE FOR DEVELOPING A COMPREHENSIVE PLAN FOR CETA/VOCATIONAL EDUCATION COORDINATION

In conducting this study, it became quite evident that the development of a comprehensive plan for CETA/Vocational Education Coordination must be a joint effort between the planners in CETA and vocational education if there could be reasonable expectations that it would be implemented.

Such a cooperative effort should assure the development of a thorough understanding of the basic reasons for such a plan and the details of the plan which are essential elements in getting it satisfactorily carried out. It is also vitally important that the planners, who have been given the responsibility to develop such a plan, maintain close communications with the professional personnel in both agencies who will be expected to provide the leadership in seeing that the plan is followed.

Another important aspect of planning is that the advisory groups established by both agencies, at all levels of operation, be actively involved in the total process in providing counsel and advice and reacting to all phases of the plan during the developmental period.

Comprehensive planning is an essential activity for the leaders who are responsible for the future development and improvement of coordination between CETA and vocational education. It is an effective means of utilizing the vast array of resources available to CETA and vocational education in serving the economically disadvantaged, unemployed, and underemployed population.

The future success of CETA and vocational education in meeting the challenge to coordinate their resources to serve the economically disadvantaged

will largely depend on the initiative and competence exhibited by the leadership in the two organizations in carrying out a positive program of comprehensive planning--one that embraces all facets of CETA and vocational education and effectively involves all of the essential resources that the two agencies have available to support the endeavor.

The basic purpose of comprehensive planning for CETA/Vocational Education Coordination is to outline a course for future action, to gain the support needed to implement a sound plan of action, and to provide an effective guide for program management. Desirable results in comprehensive planning must come from the effective cooperation and coordination of those who have responsibilities for program policy formulation, management of the program, and planning for its future.

The concept of comprehensive planning that should be conducted as a joint endeavor by CETA and vocational education needs to be sound, clearly defined, and meaningful to those who should be involved in doing it. Wright (1969) has defined comprehensive planning as follows:

> Comprehensive planning is a process of designing programs and allocating resources to achieve specific objectives, then modifying and improving those activities through continuous evaluation of how well the objectives are reached. It requires the utilization of all available and applicable planning technologies, widespread involvement of those concerned with the results of planning - those who design and operate the system, those who - in other agencies - have overlapping and/or related responsibilities, and those who control - or tap - needed resources - and mechanisms for facilitating and coordinating the highest quality planning.

This definition clearly shows that effective comprehensive planning for CETA/vocational education coordination in Kentucky must include the people who have responsibilities for implementing it, and it must involve many relationships. Therefore, it was decided that this phase of the study should be limited to the development of a suggested outline to be used by

those charged with the responsibility to develop a "Comprehensive Plan for CETA/Vocational Education Coordination in Kentucky"

The Suggested Outline

I. Rationale

Explain why coordination between CETA and vocational education should occur. "What should be accomplished by this action?" "What should be the role and functions of each agency that needs to interact in the planning process and implementation of the plan?" "How much incentive for coordinated planning is due to the legislative and governance element provided by the federal government?" Some attention should be given to the philosophical position of the two agencies pertaining to the benefits that should accrue to the CETA clients to be served.

II. Establish Goals

Make clear what long-range outcomes are anticipated from this coordinated effort. The goals are intended to give direction to future action to the activity.

III. Identify Opportunities and Assess Needs

"What opportunities for enhanced services to the economically disadvantaged, unemployed and underemployed population should be provided through coordination?" "What are the basic needs of the economically disadvantaged that should be addressed in this plan?"

IV. Determine Capacities and Constraints

Make clear what each agency has to offer to a coordinated effort in serving the economically disadvantaged. Likewise, make clear the limitations of each agency in the coordination effort. "What are their constraints?"

V. Specify Measurable Objectives

Specific measurable objectives should be clearly formulated for each goal that has been established. Usually, objectives are to be attained within a year. They relate to short-range activities.

VI. Set Priorities

Usually priorities are necessary because there are limited resources available for carrying out the details of the plan. Therefore, attention should be given to aspects of the plan in priority order.

VII. Generate Alternatives

Usually there are more than one way to solve a problem. If so, they should be identified, and then they should be analyzed in terms of determining which alternative is most effective in the use of the available resources.

VIII. Analyze Alternatives

The different alternatives should be analyzed for the purpose of identifying which one is most effective in the use of available resources.

IX. Select a Course of Action

The analysis of each alternative should be carefully examined, in light of the situation, for the purpose of selecting a course of action that will yield the desired results with the most economical use of the available resources.

X. Identify the Resource Requirements

The analysis of alternatives should reveal the resources needed for each alternative. When a given alternative has been selected, then it is a matter of determining which agency shall be expected to provide certain resources called for in the course of action selected.

XI. Prepare Implementation Considerations

This step should be based on the alternative selected and the resource requirements that are to be met by the two agencies involved.

XII. Formulate an Evaluation Plan

Both a formative and summative evaluation procedure should be developed and implemented. Formative evaluation pertains to the ongoing process of carrying out the coordination course of action. Summative evaluation pertains to the outcomes secured as a result of the coordination effort.

XIII. Design a Feedback and Updating Mechanism

A feedback and updating mechanism is essential in securing maximum benefit from the comprehensive plan as it is followed in carrying out a definite course of action to bring about effective CETA/vocational education coordination. It is also essential in making effective use of the findings of the formative and summative evaluations in striving to improve all aspects of the program.

It is recognized that the amount of time and information needed to carry out each phase of the planning process may vary. The sequence to be followed may also vary somewhat. However, the steps to be followed should

be reviewed and revised on a systematic basis and then the process should be recycled. It has been said that a comprehensive plan for a definite course of action should be reviewed in terms of eight important questions: "What? Why? How? Who? When? Where? With what? and How much?" (1978 AVA Yearbook).

It is believed that much of the information needed by planners to develop a "Comprehensive Plan for CETA/Vocational Education Coordination in Kentucky" can be found in this report.

References Cited

Lamar, Carl F. (Ed.), Comprehensive Planning for Vocational Education. Arlington, VA. The American Vocational Association, 1978.

Wright, L. W. Developing Comprehensive Planning Capability in State Education Agencies. B.S. Furse (Ed.). Salt Lake City: Utah State Board of Education, 1969.

APPENDIX G

Appendix G

CETA - Vocational Education Workshop
Cooperation and Coordination
To Improve Services to CETA clients

When: Monday & Tuesday - April 21-22, 1980

Where: Rivermont Executive Inn - Owensboro, Kentucky

9:00-10:00 a.m. - Registration - Bill Reeves

10:00-10:05 - Presiding - Robert Warren
Orientation to Workshop - Robert Warren

10:05-10:45 - What Vocational Education Should Know About CETA- Charles Furr

10:45-11:25 - What CETA Should Know About Vocational Education - Charles Wade

11:25-12:00 - Panel Reaction - John Lloyd - Moderator
Bob Brown
Bill Hatley
Bill Hughes
John Koon

12:00- 1:00 - Lunch

1:00- 1:45 - Tentative Study Findings and Recommendations - Dr. Carl Lamar

1:45- 2:00 - Small Group Assignments - Devert Owens

2:00- 2:15 - Break

2:15- 4:30 - Small Group Work Sessions

6:00 p.m. - Dinner - Steve Zimmer Presiding
Piano Music - Martha Keeton
Address - Why We Need to Cooperate - Steve Cain, Policy Analyst
Employment and Training Council

Tuesday, April 22, 1980

8:30- 8:45 - Presiding - John Drake
Where to From Here?

8:45- 9:30 - Small Group Reports

9:30-10:15 - General Discussion

10:15-10:30 - Break

10:30-11:00 - Presiding - John Drake
Next Step With the Study - Dr. Carl Lamar

11:00-11:30 - Wrap-up - Robert Spillman

CETA - Vocational Education Workshop
Cooperation and Coordination
To Improve Services to CETA Clients

When: Thursday & Friday - April 24-25, 1980

Where: Lexington, Kentucky

9:00-10:00 a.m. - Registration - Bill Reeves

10:00-10:05 - Orientation - Robert Warren

10:05-10:45 - What Vocational Education Should Know About CETA - Charles Furr

10:45-11:25 - What CETA Should Know About Vocational Education - Charles Wade

-1:25-12:00 - Panel Reaction - Jewell Deene Ellis - Moderator
Jack Hatfield
Robert Koo
Walter Prater
Paul Thomas

12:00- 1:00 - Lunch

1:00- 1:45 - Tentative Student Findings and Recommendations - Dr. Carl Lamar

1:45- 2:00 - Small Group Assignments - Devert Owens

2:00- 2:15 - Break

2:15- 4:30 - Small Group Work Sessions

6:00 p.m. - Dinner - Virgil Osborne, Presiding
Piano Music - Martha Keeton
Address - Why We Need to Cooperate - Jim Parsons, Director
Employment and Training
Council

Friday, April 25, 1980

8:30- 8:45 - Presiding - John Drake
Where to From Here

8:45- 9:30 - Reports From Small Groups

9:30-10:15 - General Discussion

10:15-10:30 - Break

10:30-11:00 - Presiding - John Drake
Next Steps in the Study - Dr. Carl Lamar

11:00-11:30 - Wrap-up - Robert Spillman

APPENDIX H

CETA/VOCATIONAL EDUCATION COORDINATION
COOPERATION, COLLABORATION STUDY

Interview Schedule

The objectives of this study are to:

1. Develop a good understanding of the nature of the Comprehensive Employment and Training Act (CETA) programs and their basic requirements, on the part of the vocational education personnel in Kentucky, and identify what resources the Bureau of Vocational Education has available to provide specialized vocational education services to support the CETA funded manpower training programs.

2. Identify and develop strategies for providing specialized vocational education services, through the Bureau of Vocational Education, to support CETA funded manpower training programs.

3. Develop strategies to improve mutual understanding, cooperation, coordination, and collaboration between the Bureau of Vocational Education, the Department of Human Resources, and the CETA Prime Sponsors in Kentucky in making available specialized vocational education services to support CETA funded manpower training programs.

4. Develop a plan to overcome any barriers that prevent the Bureau of Vocational Education from being responsive to the requests of the CETA prime sponsors for specialized vocational education services to support CETA funded manpower training programs.

_____ . . . _____

Questions that need to be answered:

1. Basically, what should the vocational education personnel understand about the Comprehensive Employment and Training Act (CETA) Program?

2. What are the basic characteristics of the CETA Employment and Training Services?

3. How are the CETA manpower training programs different from the vocational education programs?

4. What are the basic requirements of the CETA Employment and Training Services which are different from the requirements of vocational education programs?

5. What resources of vocational education could be used to enhance the development and implementation of CETA Employment and Training Programs?

6. What cooperative, coordinative and collaborative relationships should be established and maintained between the CETA program and the vocational education program?

7. What specialized vocational education services should be made available to support the CETA Employment and Training Program?

8. What specialized vocational education services are now being used to support CETA Employment and Training Programs?

9. What are the basic reasons why CETA is not now using the other specialized vocational education services to support the CETA Employment and Training Programs?

10. What problems have been encountered in developing plans, contracts and working relations between CETA and vocational education?

11. What are the basic concerns that have been expressed regarding attempts to develop good working relations between CFTA and vocational education?

12. What are the basic issues that have been raised regarding working relations between CETA and vocational education that must be resolved in order to develop the mandated linkages between the two programs?

13. How do you think the delivery of specialized vocational education services to meet the needs of CETA Employment and Training Programs could be improved?

14. What working relations should be established and maintained between CETA and vocational education to enhance the effectiveness of both programs in Kentucky?

15. What strategies should be developed in Kentucky to bring about a viable partnership between CETA and vocational education at all levels of operation?

16. To what extent should vocational education be involved in the implementation of CETA-funded employment and training programs in Kentucky?

17. We are expected to plan and conduct at least two workshops for vocational education and CETA personnel near the end of this fiscal year. What do you think should be covered in these workshops that would be of most benefit to the participants in developing a better understanding of CETA and vocational education and working out strategies for shaping a more effective partnership between the two programs?

    a. Who should attend?
    b. Objectives of the workshop.
    c. Content to be covered.
    d. Suggested presenters.
    e. Strategies for linkages.
    f. Where hold the meetings.

APPENDIX I

Appendix I

WHAT CETA SHOULD KNOW ABOUT VOCATIONAL EDUCATION

By Dr. Charles D. Wade

As I study the attendance of the persons who are here in this meeting, I find it very difficult to determine exactly what you need to know about Vocational Education. Some of you are very familiar with our program. Others present may need some very basic information concerning the Kentucky Vocational Education Delivery System. Perhaps you need to know that Kentucky has vocational programs in more than 340 junior and senior high schools. Kentucky also has more than 100 special vocational facilities operated by the state of Kentucky. In addition, we provide funding for vocational programs in 13 community colleges and in the regional universities. Perhaps you need to know about the broad course offerings which are provided in Kentucky. There are more than 100 preparatory, secondary, and post-secondary vocational education programs operating on a full-time basis in such areas as horticulture, production agriculture, child care and food service, fashion merchandising, secretarial, data processing, auto mechanics, electricity, welding, practical nursing, and respiratory therapy. There are other specialized programs operating in certain areas of the state, such as, mining in eastern Kentucky and the Madisonville area, equine education at the Kentucky State Horse Park, and a heavy equipment program at the Hazard State Vocational Technical School.

What is Vocational Education?

Many different people have a variety of views of what vocational education actually is from their own perspective. Some people see vocational education as:

1. A student in junior high school studying industrial art.
2. A high school student in the red and white of the Future Homemakers studying consumer and homemaking education.
3. A student receiving career testing and counseling.
4. An adult student in a full-time program in a vocational school studying welding.
5. A college student in a career associate degree secretarial program.
6. An apprentice in an electrical program taking class two nights a week as a related class to his apprenticeship program.
7. An adult in a learning center studying for a GED while attending a carpentry program in a vocational school.
8. An inmate at a Kentucky correctional institution studying graphic arts.
9. An employed adult who is returning to the vocational school for an adult upgrading program.

Who is right? The answer is: all of these are vocational education. Vocational education includes exploration, preparation at the secondary and post-secondary level, and upgrading programs for persons already employed. It also includes the necessary support services of counseling, remedial education, and related instruction. This is all provided for regular students,

disadvantaged and handicapped students who need and can profit from vocational education.

Characteristics of Vocational Education in Kentucky

When I initially started working in the Bureau of Vocational Education, I thought that the employees in vocational schools were completely irrational. I was astounded, astonished, amazed and amused at their thought that they could provide vocational education in a school where adults and high school students were mixed in the same classes. Let's look at some of those characteristics of vocational education which have been present for many years:

1. Programs were developed for students and employer needs.
2. The curriculum was task oriented.
    A. It was task based on actual worker competencies.
    B. The facilities, equipment and supplies were used to indicate realism and to duplicate, as far as possible, industry conditions.
    C. The program was action oriented, including doing and practice at a high level.
3. The schools, particularly for adults, were open entry/ open exit.
4. The programs were self paced with immediate and constant feedback.
5. Programs could accommodate students with multiple learning objectives.
    A. There were a variety of sub-occupations (DOT) within each major occupational program.
    B. Students enrolled could have exploratory, prepost-secondary, and preparation objectives.

Not only have we believed in the above characteristics for a long time, we have done much in Kentucky to further develop these characteristics by being a member of the V-TECS (performance objectives), by developing CBVE (delivery system) and by providing a management system for CBVE (not totally completed).

Issues Which Concern Both Vocational Education and CETA

While not exhaustive, I would like to explore some of the major issues which tend to cause problems in implementation of programs. If you will permit, I would also like to provide, at least my own suggested solution. While it may not have been cleared by all administrative levels, I believe it is open for discussion. The following major issues should be considered:

1. Program selection - Manpower Demand vs. Student Interest.

    This has been and continues to be a major problem. In 1917 with the passage of the Smith-Hughes Act, occupational areas were listed, such as, Agriculture, Home Economics, Trade and Industrial Education. Laws following the Smith-Hughes Act also identified further

occupations for which vocational education had specific responsibilities. However, not since the passage of the 1963 Vocational Education Act have the program areas by occupation been given significant identification in vocational education legislation. The new laws list people to be served. Most would agree that Federal Vocational Legislation is now social legislation as much as anything else. In fact, in the 1976 amendments, sex equity in vocational enrollment is mentioned more often than training for manpower demand.

By using the manpower demand model, we simply mean that vocational education would determine or identify a number of jobs available, recruit students to be trained for those jobs and then place them on the job after training. We have to recognize that this is a very accepted model in many areas of vocational education, however, it is not always good. Some jobs which are available appear to be dead end, low pay, and unskilled. It is not always a problem that there is no one available for these jobs; it may be simply that no one wants them.

By using the student interest model for determining programs, we would survey the secondary students and/or the adults in the community to determine what occupation they would like to be trained for. This model helps us to serve the human needs of individuals without regard to the necessary availability of jobs within a specific community. From a humanistic point of view, this is a highly desirable model, however, we must recognize that this is not always good. If we permitted secondary students to choose their first program choices, we would probably be training 40,000 cosmetologists and 100,000 auto mechanics per year. This is not realistic, since there are not that many jobs available for those students.

Determining programs to be offered in vocational education is a difficult task. We have always subscribed to the policy that people are trained where they live, for jobs wherever they may exist. Obviously, it would be reasonable to train for jobs in the immediate community first, consider commuting distance second, but we must also recognize that we are in a mobile society and these people trained may elect to go to other places within the state or in other metropolitan areas not located within Kentucky.

The two philosophies are not far apart, but start at different places. On the one hand, you view the jobs and attempt to construct your program around those and on the other hand, you view the peoples' desire and attempt to construct your program around those. Regardless of the place you start, the end results should be somewhat the same, that is, it is rather ridiculous to select training programs for which no one desires to enroll, eventually the program will die. It is equally ridiculous to train people for jobs which do not exist anywhere in our society. Eventually the people will become disillusioned and they

will no longer enroll in the program either.

My solution to this problem is perhaps over simplified but stated very briefly, program selection is a subjective analysis of the best objective manpower and student data information available. Given all the facts that we have, we must then attempt to orchestrate these facts into the selection of a desirable program.

2. Special Classes or Individual Referral.

The offering of special classes for CETA students has several limiting factors. The students have limited options based on those programs which are available in their community. We believe that the overall cost per student for special classes is higher than individual referral (this includes both CETA and vocational education funding). From a positive view, special classes may be designed to serve occupations which are needed on a short term basis and are not provided on a continuous basis in a vocational school. It also permits guaranteed CETA enrollment in those classes.

Individual referral into the large number of vocational programs available within a state vocational school offers the students in CETA greater options for occupational training. I see no reason why a CETA student should not have an equal opportunity to enroll in any program available in the school. As you know, the problems with individual referral deal with waiting lists for students being referred to selected programs. There is also a problem for vocational education in working out some reasonable mechanism for funding.

My solution to this problem is to develop a fair referral system that permits "Cost Sharing" with Vo-Ed/CETA funds and guaranteed slots for CETA referrals. I am told that this is done in other states and there is no reason it cannot be done in Kentucky. In this respect I should clarify that I am not talking of full cost recovery for every student nor am I talking about the low tuition in fees charged by the vocational schools, perhaps some compromise would permit us to continue offering a variety of programs and guarantee CETA students slots in individual referral.

3. Short Term Objectives or Broad Objectives.

Short term occupational objectives have the benefits of immediate employment, lower CETA allowances, and holding the employer responsible for most of the training beyond the introduction given to the student in the vocational school. It is a problem, however, in that the students are still relatively unskilled, or at best, semi-skilled and these persons seem to be the first unemployed at times of recession or high unemployment. The students lack job mobility, transfer ability, and advancement

capacity.

Broader or long-term occupational objectives require longer occupational programs and more allowances, however, they do tend to develop students with better job skills and more transfer ability and advancement skills.

My solution in this area must be directed at both CETA and vocational education personnel. To the CETA personnel, I hope that you have a concern for the students that you refer to vocational education training. Long-term results should be considered as a part of your objective. To the vocational education personnel, we must do more than give lip service to the characteristics which have been described earlier. If the programs are open entry/open exit, task oriented, individualized instruction with multiple objectives, then the students with both short-term and long-term or broader objectives can be enrolled in the same classes. Problems in this area will be addressed later.

4. Skills of a Job or Education in a Career or Occupation.

During the time of Christ, it was felt that only the people with leisure could have wisdom, become scholars in the community and be involved in the social structure of that day. A worker was never asked to set in judgment or to participate in the courts, in effect, the worker was not a full citizen. It was acknowledged and recognized that his skill and trade was necessary to the stability to that society.

The same is simply not true today. There are examples of carpenters and plumbers who make more than college professors. Not only do these people fair better financially, but they are just as active in church, civic and even in the courts.

It is essential that we, in some way, provide a total education for adults which helps them to understand their role within their community and their civic responsibilities. If appropriate, they may want to find their special slot within leadership, on the job and also within the community.

I do not really have a solution to this problem. The kind of education I am talking about takes considerably longer and perhaps cannot be totally included during the job skill training, however, perhaps some alternate means of providing for this type of education should occur after job placement.

Some Problems Facing Vocational Education

I have identified several issues which are involved in developing programs between vocational education and CETA, but I believe that all of you should recognize some of the unique problems we have. In this case, I offer no solution but I suggest that we work together to help us alleviate some of these problems.

1. Lack of Implementation of Characteristics of Vocational Education by Vocational Schools.

   I cannot fully understand why vocational education schools have stated verbally their acceptance of all the characteristics which have been discussed and yet in reality are not implementing them. We can find a program or a school in every different occupational area within the state which is operating under the majority of those characteristics but then a few miles down the road or perhaps in the majority of the schools, we find that they ignore these characteristics.

   Some of the lack of implementation may be due to indifference of the Bureau, regional, and local staff and will require a greater commitment by administrators at these levels to insure that all aspects of our characteristics are implemented. Much of our problem may lie in the inability of teachers to fully implement these characteristics. We actually need more staff development for teachers involved in vocational education. The teachers must be better trained with technical skills, teaching ability and general education. We also must devise some better means of keeping good teachers, by cutting down on turnover.

2. Changing Programs to Respond to Needs.

   Contrary to popular belief, we do change a lot of vocational education programs. Last year we perhaps changed more than 100 total vocational programs and approximately 20 to 30 of those were located in vocational schools.

   There are many difficulties in changing programs, including securing or renovating the facilities, purchasing new equipment for the new program, and making the staff changes. We recognize the fact that a staff member would have to be terminated in some cases, when the program no longer serves the needs of students. We attempt to make every effort to retread this person or to reassign them in some way that if they are career instructors that they will not be totally terminated from vocational education.

   There is another problem in regard to changing programs. Some people tend to get in and out of a

particular occupation at the wrong time. If you are familiar with some of the cycles in beef production, you know that it is not profitable to get in the business when the price of cattle is high or out of the business when the price is low. My experience has been that it is probably most desirable to stay in some sort of constant level of production, changing only slightly with the trends and the prices. You simply cannot get in and out of beef cattle production in a short time. If however, you were producing rabbits or mice, the cycle for getting in and out would be much less. The same thing can be true of getting in and out of occupational training programs. If you are attempting to train electronics technicians or data processing personnel, the program is a very lengthy one and the cost would be such that it would be impossible to get in and out, unless you determine that there will never be need for this training program. If you have a very short-term occupational objective, obviously you can get in and out of that training program very rapidly. It seems to me that most of vocational education should be more nearly related to producing beef cattle than rabbits and mice.

Changing programs is not always good because of our inability to read the economy and the occupational trend. However, the ability of vocational education to respond to the immediate needs of industry and of people needing training is always necessary.

3. Length of Course.

There are some agencies such as the Veterans Administration which insist that we identify the specific length of a course and that the course be rather structured around time and blocks. Perhaps this is necessary in order to reduce what I would call private school ripoff. Most of the private schools have courses which are distinctly identified and are legitimate, however, some fly-by-night type schools can give a rather high sounding title which may consist of only instruction that might be worth about 6 weeks of time. If we follow the characteristics that I have described at vocational education, the setting of the maximum length of time for a given program should not create any problem for students who enroll wishing to complete short-term objectives that are within the content of that program (we should be clear that this does not apply to LPN, Cosmetology, or some of the other certified or licensed programs by agencies outside of education).

While we may be able, programmatically, to accommodate the various students at various levels, we have a problem with professional students. CETA, VA, BEOG, and other financial aid has made it more profitable to

remain in school than to graduate and take a job. For this reason, the length of time of a course has caused a problem in that we permit students to stay there throughout the entire 24 months or whatever the maximum length might be.

4. Waiting Lists.

While waiting lists have not been a major problem in the area of vocational education centers and we expect continuing vacancies in these schools, based on the declining secondary school population, there are some locations where area schools, and in most cases, the state vocational technical schools are filled to capacity. While we are in a recession, we expect the unemployment rate to be higher and the students will choose to attend vocational schools rather than to set home and be unemployed. Therefore, we expect waiting lists to be even greater in the future in state vocational technical schools. Of course, waiting lists are effected by course length and professional students but we believe this could be taken care of through the establishment of "Cost Sharing", guaranteed slots for CETA students.

Conclusion

Most of you have probably learned more about Wade's view of vocational education than you really wanted to know. If I have offended either Vo-Ed or CETA personnel here today, I am sorry, but I think I have been as hard on one group as on the other.

There are some things that each of us must do for vocational education personnel.

1. Fully implement traditional characteristics of vocational education.
2. Provide counseling and remedial assistance needed by CETA.
3. Respond to training needs through special classes and/or individual referral.
4. Develop reasonable and practical "Cost Sharing" plan for slot guarantee.
5. Eliminate as much paper work as possible to make the implementation process easier.
6. Develop and operate a quality program in all aspects of counseling, academic, life skills, and employment skills training.
7. Communicate with CETA prime sponsors in this cooperative effort.

May I also suggest some things that CETA must do if we are to be effective.

1. Communicate with vocational education personnel in this cooperative effort.

2. Eliminate the bureaucratic paper work that is delaying the implementation process.
3. Be reasonable in program selection based on careful analysis of job demand and reason for demand.
4. Student selection must insure reasonable expectation of success in the program they are assigned to. (This does not mean we should deny entry to a student but we should assist that student in selecting an appropriate training program to meet their needs, their desires and their capabilities.)
5. Show a willingness to fund a reasonable "Cost Sharing" guaranteed slot plan.
6. Address the specific issues of program selection, special classes or individual referral, length of occupational objectives, broad education or job skills.

We have much to accomplish. I believe that together we can accomplish the tasks at hand. I know that vocational education is capable of handling our share of the responsibilities. Whether we do or not remains to be seen and depends a great deal on the commitment, desire, and ability of the vocational educators who are here today.

APPENDIX J

Table 3

PARTICIPANTS IN THE CETA/VOCATIONAL EDUCATION COORDINATION STUDY

Agency	Number
1. Identifying Barriers	
a. CETA Prime Sponsor Forum	20
b. Liaison Committee for Advisory Groups	10
c. EKCEP Prime Sponsor Area	12
d. Bluegrass Prime Sponsor Area	15
e. Louisville-Jefferson County Prime Sponsor Area	10
f. Balance of State Prime Sponsor Area	14
g. Kenton County Prime Sponsor Area	12
h. Bureau of Vocational Education	10
Total	103
2. Responding to Questionnaire	
a. Barriers to Coordination	
1. Area Development Districts	9
2. Bureau for Manpower Services	17
3. Comprehensive Employment and Training Program	24
4. Vocational Education	140
Total	190
b. Vocational Education Supporting Services	
1. CETA Instructors	132
2. Vocational Education Instructional Supervisors	14
3. Vocational CETA Coordinators	10
Total	156
Grand Total	449

Continued

Table 3 (Continued)

Agency	Number
3. Attended Workshops	
a. SETC/SACVE Conference	60
b. CETA/Vocational Education--Owensboro	55
c. CETA/Vocational Education--Richmond	51
Total	166
4. Reaction to Conclusions and Recommendations Liaison Committee for Advisory Groups	12
Total	12
GRAND TOTAL	627